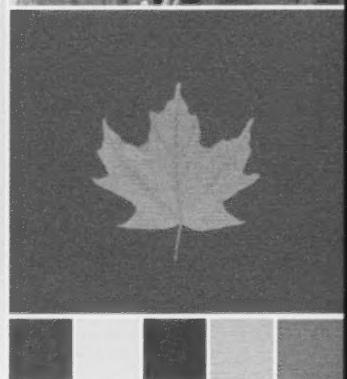
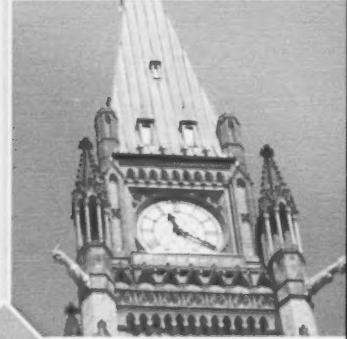


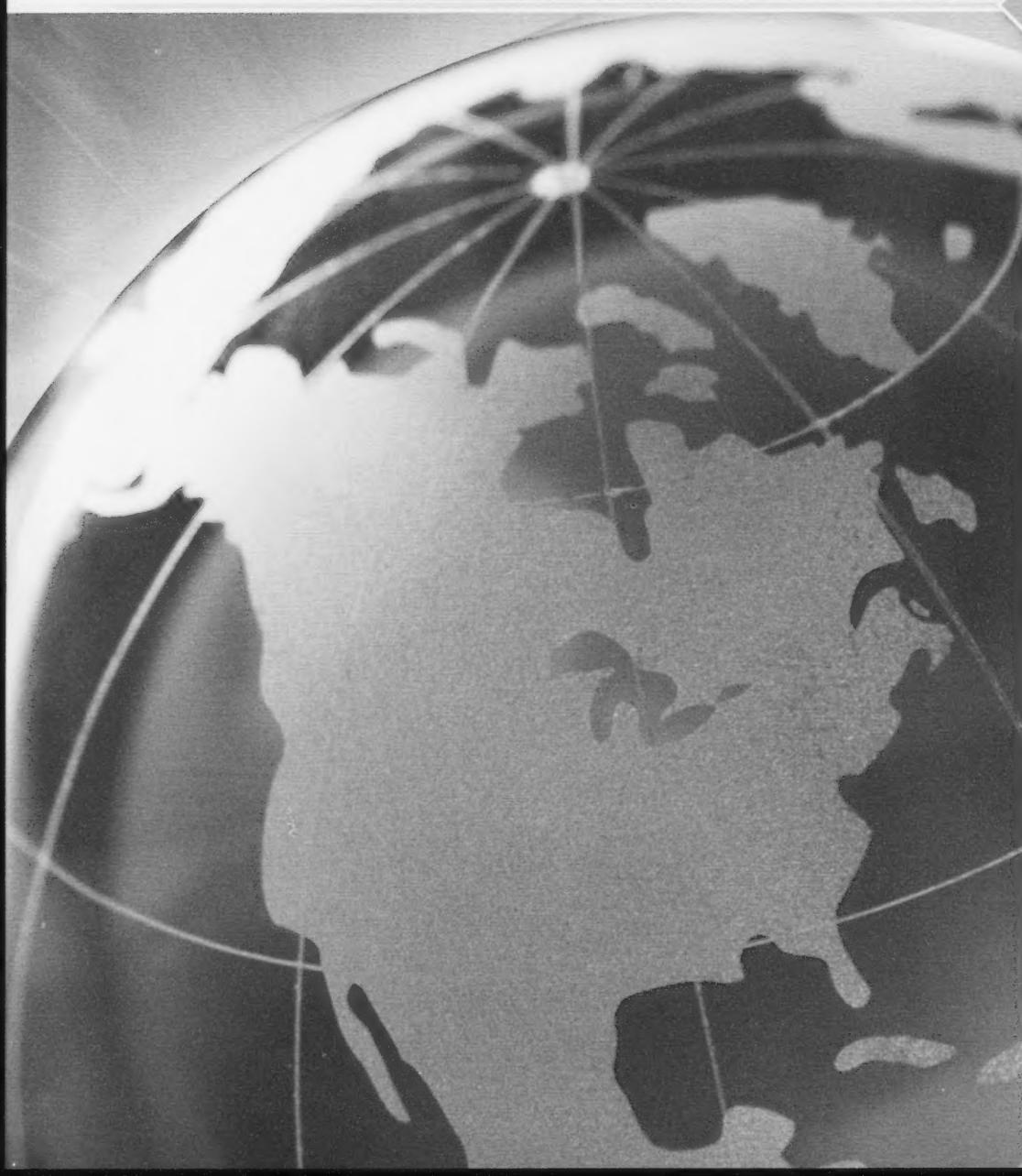


Citizenship and  
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Canada



# ANNUAL REPORT to Parliament on Immigration

2011



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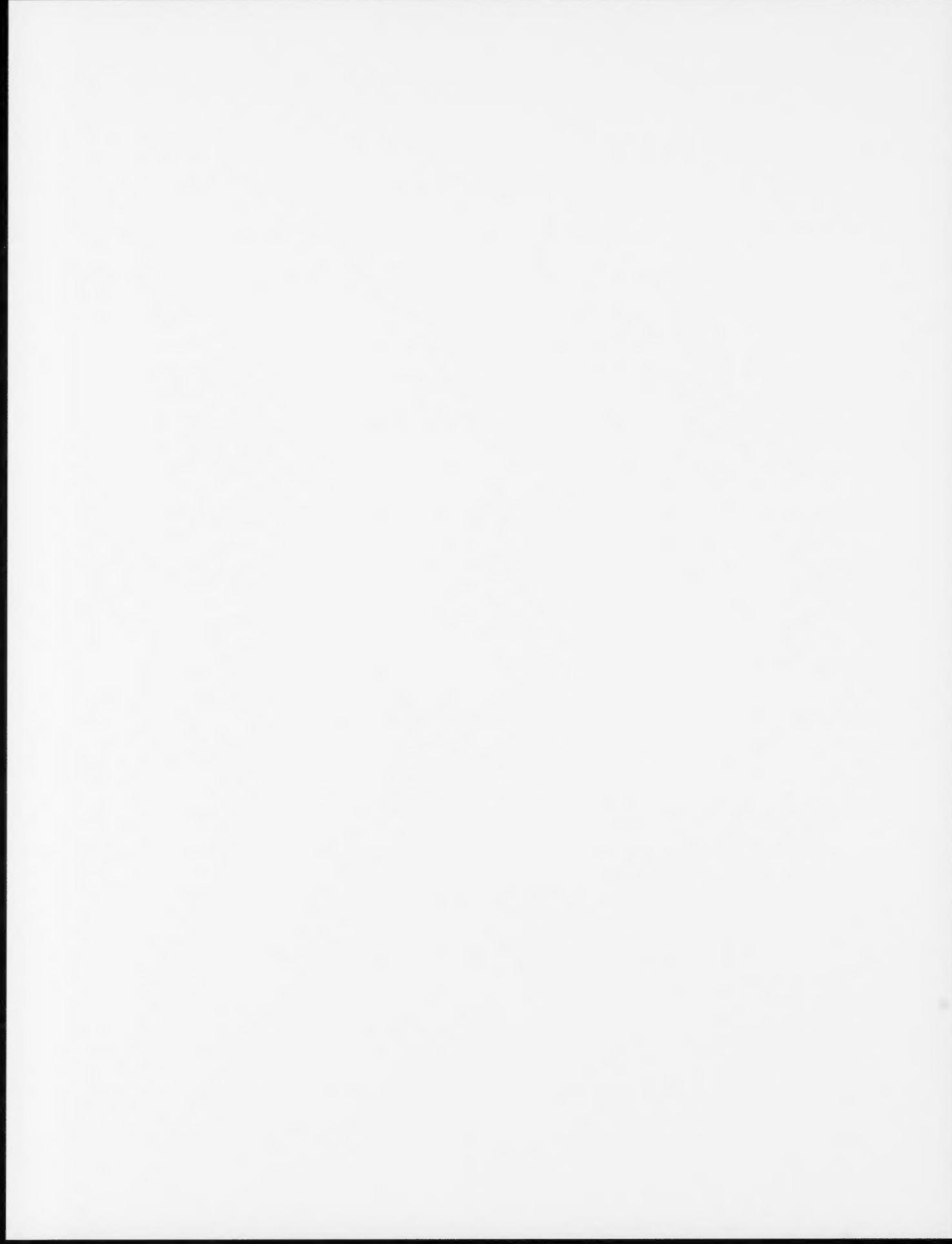
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# Message from the Minister of Citizenship, Immigration and Multiculturalism

I am pleased to present the 2011 Annual Report to Parliament on Immigration.

Canada is a country that was built by immigrants. Since Confederation, we have opened our arms to millions of newcomers from all over the world. Their skills, entrepreneurial talents and culture have made our country the true north, strong and free. Since 2006, the Government of Canada has welcomed the highest sustained level of immigration in nearly a century.

Most of this increase consisted of skilled economic immigrants and their families. These individuals were selected for the skills and talents they possess that match Canada's labour market demands. For immigration to continue to support our economy's development, it is crucial that we maintain an immigration system that responds to Canada's economic needs in a timely manner.

The Action Plan for Faster Immigration, launched in 2008, includes a flexible mechanism that enables us to respond to Canada's labour market needs more quickly. This has also contributed significantly to the reduction of the backlog of federal skilled workers. The year 2011 marks a significant milestone when we cut the backlog of old applications in half two years ahead of schedule. In 2010, we also capped the number of new applications we accept in the federal skilled worker category. This approach has enabled us to better match the supply of applications with our processing capacity and economic needs.

In 2012, the overall admissions range of 240,000 to 265,000 is maintained for the sixth consecutive year to support our commitments to economic immigration, family reunification, and humanitarian obligations.

Another key focus of the Department this past year was to reduce fraud and protect the integrity of our immigration system. Bill C-35—legislation to crack down on crooked consultants—came into force in June 2011. This legislation strengthens rules governing those who provide immigration advice or representation for a fee and will enhance the government's oversight of immigration consultants. CIC also intends to bring into force regulatory changes that will strengthen our ability to refuse cases of suspected marriage fraud.

We are also implementing long-awaited reforms to Canada's asylum system, which were passed into law in June 2010. The *Balanced Refugee Reform Act* will streamline our country's asylum system to ensure we can quickly provide protection to those who need it and remove those who do not. In addition, CIC has begun work to usher in the 20 percent increase in the number of resettled government-assisted and privately sponsored refugees announced as part of these reforms.

The recognition of foreign credentials is essential to the integration of internationally trained individuals into the Canadian labour market. We want to ensure newcomers can put their skills to work in their trained profession as soon as possible. The year 2010 marked the first anniversary of the *Pan-Canadian Framework for the Assessment and Recognition of Foreign Qualifications*—a landmark agreement between the federal, provincial and territorial governments to speed up foreign credential recognition for newcomers to Canada. A system is now in place to assess the credentials of foreign workers in eight occupations within a year. Work is underway to add six more occupations in 2012.

Canadian citizenship represents a significant milestone in the integration of newcomers into Canadian society. CIC continued in 2010 to implement its Citizenship Action Plan, which aims to strengthen the value and meaning of Canadian citizenship by promoting civic participation and increased civic literacy. *Discover Canada*, the citizenship study guide, was updated to strengthen its content on common Canadian values such as freedom, democracy, human rights and the rule of law.

Improvements were also made to the citizenship test to assess an applicant's knowledge on a broader range of Canada's history and characteristics, as well as the responsibilities and privileges of citizenship. In addition, CIC improved screening tools to ensure applicants demonstrate adequate knowledge of English or French—an important requirement for citizenship.

To further reinforce the value of Canadian citizenship and protect the integrity of the Citizenship Program, CIC took additional measures to combat residence fraud committed by individuals who misrepresent their residence in Canada to acquire citizenship. In 2011, the Government of Canada began the process to revoke the citizenship of individuals who obtain it fraudulently.

CIC's achievements would not be possible without the diligent efforts of our employees. I want to thank everyone for their ongoing dedication to improving our immigration system.



The Honourable Jason Kenney, PC, MP  
Minister of Citizenship, Immigration and Multiculturalism

# Introduction

The *Immigration and Refugee Protection Act*<sup>1</sup> came into effect on June 28, 2002, replacing the *Immigration Act* of 1976. Under section 94 of the Act (see Annex A), the Minister for Citizenship and Immigration Canada (CIC) is required to table an annual report in Parliament on the Department's immigration activities and initiatives. The report focuses on the selection of foreign nationals as permanent and temporary residents during the preceding calendar year. The legislation also requires an overview of federal–provincial/territorial agreements and joint initiatives, as well as a gender-based analysis of the impact of the Act. In addition, the report serves as a vehicle for announcing Canada's immigration plan for the upcoming calendar year.

## This report is divided into five sections.



**SECTION 1** presents a brief overview of the current context of Canada's immigration program and provides a summary of Canada's immigration levels plan for 2012.

**SECTION 2** summarizes activities and initiatives regarding the selection of permanent and temporary residents. It also provides key statistics relating to permanent and temporary residents admitted in 2010.

**SECTION 3** focuses on CIC's partnerships with the provinces and territories. It outlines the bilateral agreements currently in force between the federal government and provincial and territorial governments, and describes major joint initiatives.

**SECTION 4** provides a brief overview of settlement and resettlement programs and activities relating to Canadian citizenship.

**SECTION 5** describes CIC's framework for gender-based analysis, highlights gender-based analysis activities and provides a statistical overview of gender differences in relation to key immigration statistics.



<sup>1</sup> The Act can be found at [www.laws-lois.justice.gc.ca/eng/acts/I-2.5/index.html](http://www.laws-lois.justice.gc.ca/eng/acts/I-2.5/index.html).

## Making Immigration Work for Canada

Immigration has been a sustaining feature of Canada's history. From Confederation to the global transformations of recent years, people have come to Canada from all over the world with their skills and entrepreneurial talents, to reunite with family members, or to seek security and stability. Canada has long been a destination of choice for immigrants, having one of the highest per capita rates of permanent immigration in the world—roughly 0.8 percent in recent years. Canada is also a leader in granting newcomers the full range of rights and responsibilities that come with citizenship. Around 85 percent of immigrants become Canadian citizens.<sup>2</sup> Canada is among the world's major immigrant-receiving countries, welcoming approximately 250,000 permanent residents and over 200,000 temporary foreign workers and international students each year. With its history and experience with immigration, Canada is known as an international leader in migration management and is respected for its long-standing commitment to protecting refugees and persons in need of humanitarian assistance.

The current immigration system must manage multiple objectives. The federal framework that guides immigration and refugee protection policy is the 2002 *Immigration and Refugee Protection Act*, which sets out objectives for Canada's immigration program. The challenge for Citizenship and Immigration Canada (CIC) is to manage this temporary and permanent movement of people, while balancing economic with social and cultural development goals such as contributing to linguistic duality and the development of official language minority communities. It must also protect the health, safety and security of Canadians while facilitating the flow of people. CIC continues to modernize and explore strategies to manage the immigration system to ensure Canada remains a destination of choice for talent, innovation, investment and opportunity.

### 2010 Achievements

With total admissions of 280,681 permanent residents to Canada, 2010 was a groundbreaking year. This represents an 11.3 percent increase from 2009 and is the highest level in 50 years. The largest proportion came as economic immigrants (nearly 67 percent of total admissions), bringing in skills and talents that Canada needs. These high admission levels also supported family reunification and upheld Canada's humanitarian tradition.

### Modernizing Canada's Immigration System

The reduction of the federal skilled worker (FSW) backlog by 50 percent in 2011, two years ahead of schedule, marks a significant milestone in the ambitious agenda CIC launched in 2008 to modernize Canada's immigration system.

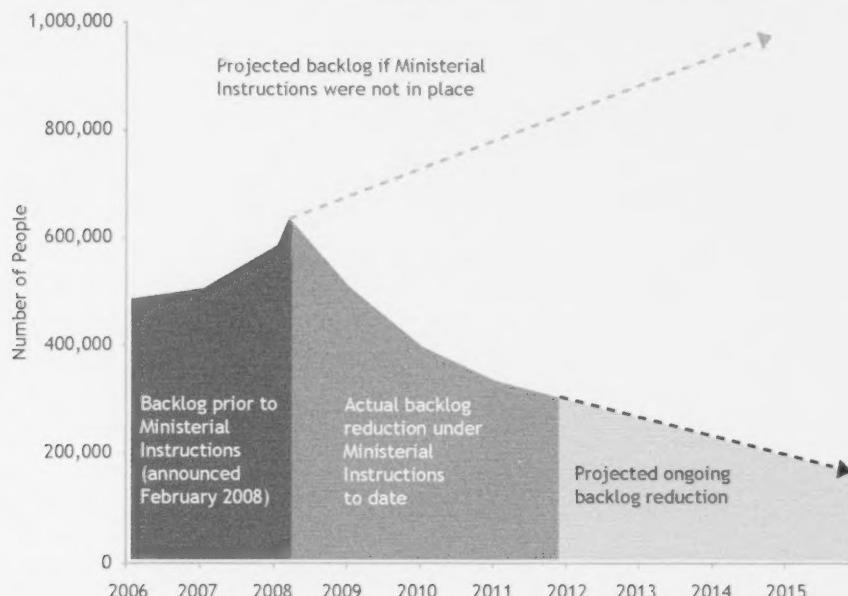
CIC is committed to move toward more efficient and effective processing, stronger program integrity and improved client service. The ultimate goal is to deliver a more timely, flexible and responsive immigration system with no significant backlogs, and with reasonable service standards and processing times across all business lines. This goal of a modernized immigration system is within reach over the coming years.

The magnitude of these successes becomes clear in the context of the situation CIC faced prior to the 2008 introduction of the Action Plan for Faster Immigration:<sup>3</sup> growing backlogs, increasing wait times and few instruments available to prioritize economic immigration to respond to emerging priorities. Of particular concern was the FSW backlog, which in 2008 was poised to grow to over 800,000 people by 2011, with wait times exceeding seven years (see Chart 1).

<sup>2</sup> For more information, see [www12.statcan.ca/census-recensement/2006/as-sa/97-557/p19-eng.cfm](http://www12.statcan.ca/census-recensement/2006/as-sa/97-557/p19-eng.cfm).

<sup>3</sup> For more information, see [www.cic.gc.ca/english/department/media/releases/2008/2008-11-28.asp](http://www.cic.gc.ca/english/department/media/releases/2008/2008-11-28.asp).

## Chart 1: Federal Skilled Worker Backlog (Actuals and Projections)



The turning point was the introduction of amendments to the *Immigration and Refugee Protection Act* in Budget 2008, which removed the obligation to process most categories of applications and requests and allowed for the issuance of Ministerial Instructions establishing the circumstances under which applications are to be processed. This created the conditions to begin to address these challenges effectively.

To date, three sets of Ministerial Instructions have been introduced (2008, 2010 and 2011) that have helped reduce the pre-2008 FSW backlog by 50 percent, from over 640,000 persons to approximately 314,000 persons by June 2011. This reduction has contributed to the achievement of related Government of Canada economic immigration goals: reduced wait times for applicants and increased labour market responsiveness. New FSW application wait times, for example, have been reduced from years to months (six to 12 months for those who have applied since June 2010). While wait times have and will continue to rise for applicants under the first set of Ministerial Instructions of November 2008, this temporary situation will subside as the inventory of some 136,000 people under this stream is processed over the next two years. Labour market responsiveness has also improved, with over 77,000 visas issued under Ministerial

Instructions as of June 30, 2011, and over 65,000 people admitted with in-demand skills and experience since 2008.

This success is attributable to the effectiveness of the Ministerial Instructions as an intake management tool and the operational efforts in processing applicants so as to maximize backlog reduction. CIC will build on this momentum to continue reducing the backlog through the third set of Ministerial Instructions,<sup>4</sup> issued June 25, 2011, with a view to eliminating the pre-2008 FSW backlog as soon as possible.

Technology, of course has played a key role in modernizing the immigration system. An example is the Global Case Management System, which is a secure, reliable and efficient case management tool that integrates citizenship and immigration data worldwide and is a fundamental component of CIC's service innovation agenda. The Global Case Management System was successfully deployed to 97 overseas visa offices by March 2011. With international roll-out now complete, more than 5,000 users will process citizenship and overseas immigration applications using one integrated system.

<sup>4</sup> For more information, see [www.gazette.gc.ca/rp-pr/p1/2011/2011-06-25/pdf/g1-14526.pdf](http://www.gazette.gc.ca/rp-pr/p1/2011/2011-06-25/pdf/g1-14526.pdf).

Experience has shown that the key to achieving a “real time” immigration system that can respond to new and emerging priorities is ensuring that the volume of applications at the front end is matched to the capacity and resources needed to meet the level and mix of immigrants to support the government’s objectives for immigration.

## **Strengthening the Integrity of the Immigration System**

CIC undertook significant work in 2010 to strengthen the integrity of the immigration system. Upholding system integrity is important to maintain timeliness and fairness, ensure that the health, safety and security of Canadians are safeguarded, and ensure that fraud and abuse of the immigration system are not tolerated.

CIC is improving public confidence in the regulation of third-party intermediaries through measures included in the amendments to the *Immigration and Refugee Protection Act*, coming into force on June 30, 2011. The amendments strengthen the rules governing those who provide immigration advice or representation for a fee or other consideration at any stage of an application or proceeding. This includes the period before a proceeding begins or an application is submitted. The Act now gives the Minister the authority to designate a body to govern immigration consultants. As such, the Immigration Consultants of Canada Regulatory Council was designated as the regulatory body of immigration consultants on June 30, 2011. In addition, the legislation authorizes the Governor in Council to make regulations to enhance the government’s oversight of the designated body and for the disclosure of information on the ethical or professional conduct of an immigration representative to those responsible for governing or investigating that conduct.

CIC also worked on several family immigration-related initiatives to protect the integrity of the immigration system. Regulatory changes to strengthen CIC’s capacity to refuse cases of suspected marriage fraud were brought into force on September 30, 2010. The Minister held town hall meetings in the fall of 2010 to gauge the seriousness of the marriage fraud challenge.

CIC also conducted on-line consultations on marriages of convenience in the fall of 2010 to gather public and stakeholder views on this issue. As noted in the Speech from the Throne, additional regulatory measures to deter marriages of convenience are being developed. Regulatory changes to strengthen the family violence sponsorship bar are also being pursued.

## **Working with Others to Respond to Immigration Challenges**

International engagement helps advance a modern and managed migration system. Canada maintains a high level of recognition and respect globally, and continues to work with other countries to foster cooperation and development of effective migration management policies. During 2010–2011, CIC played a leading role in advancing the Government of Canada’s position in relation to global discussions on international migration. This involved participation in, or support for, approximately 80 international migration-related events, such as the Global Forum on Migration and Development. This informal, non-binding, government-led process was launched in 2007 to address international migration issues in order to build a forum for global dialogue focusing on key issues related to migration and development.

CIC also works with representatives of foreign governments in promoting Canadian interests on migration. Multilaterally, CIC in conjunction with the Canada Border Services Agency actively participates in the Five Country Conference (FCC), which is a partnership between Canada, Australia, New Zealand, the United Kingdom and the United States. The FCC provides a valuable forum to collaborate on migration and border management issues with the aim of improving the security and integrity of immigration systems, improving client service, and identifying ways to achieve operational efficiencies. CIC also plays a leading role in the Regional Conference on Migration, an effective forum in the Americas that advances cooperation and development on migration-related areas, such as border management, international protection, integration, human trafficking, human rights and consular protection. Bilaterally, CIC maintains a

Canada-Mexico high-level migration dialogue, enhanced, at Mexico's request, since the lifting of the visa exemption in 2009. CIC also contributes to the enhancement of Canada's border management system with the United States, in particular, by focusing on both security and economic objectives as laid out in the Canada-U.S. Declaration on a Shared Vision for Perimeter Security and Economic Competitiveness.

CIC has strong working relationships with the provinces and territories. To strengthen immigration planning, in 2010 CIC worked with the provinces and territories to develop options for improving planning for immigration levels through a process that is more consistent and predictable, while maintaining necessary flexibility. The goal is to launch a multi-year levels planning approach in 2012 for 2013 and beyond. Multi-year levels planning supports CIC's overall goal of modernizing the immigration system so that it is better placed to respond to immigration needs through a more effective use of resources. In June 2011, officials from CIC and the provinces and territories endorsed the principles and approach to multi-year levels planning that support the Joint Federal-Provincial/Territorial Vision for Immigration. CIC looks forward to building on its productive working relationship with the provinces and territories for this transformative agenda.

The Department continued to work with a range of partners on key issues related to temporary residents, particularly temporary foreign workers and international students. A number of changes have been implemented since 2010 to improve protections for temporary workers and reinforce employer compliance with program requirements. Regulatory and administrative changes to the Live-in Caregiver Program were implemented by CIC in April 2010 that increase protections and program flexibility (e.g., more comprehensive employment contracts, emergency processing for urgent cases).

Further, in collaboration with Human Resources and Skills Development Canada and the Canada Border Services Agency, CIC implemented regulatory changes in April 2011 to the broader Temporary Foreign Worker Program that, among other provisions, could deny access to the program to employers who do not

abide by the terms of their job offers. These changes also introduce limits to the amount of time temporary foreign workers may stay in Canada—reinforcing the temporary nature of work under the program and aiming to encourage workers and employers to use appropriate pathways to permanent residence when applicable. Transitions from temporary to permanent resident status are, and continue to be, facilitated through avenues including the Canadian Experience Class, the Federal Skilled Worker Program and the Provincial Nominee Program. Such linkages between immigration streams are an example of how CIC balances the multiple priorities of its programming and strives to ensure that Canada responds to regional and short-term labour market needs as well as longer-term national immigration needs.

CIC has also advanced work on the international student program. In June 2010, Federal-Provincial/Territorial (FPT) ministers of immigration committed to "work together to ensure that Canada continues to improve its standing as a destination of choice for international students seeking a quality education." Since then, an FPT working group has been established to discuss proposed regulatory changes to enhance the integrity of the international student program that will ensure that students study after arrival in Canada and that will provide a formal role for provinces and territories in determining which institutions should host international students. The changes being explored will require that FPT governments work together more closely on international education initiatives. Collaboration between governments will be key to successfully achieving the shared goal of making Canada a destination of choice for international students.

### **Protecting the Health, Safety and Security of Canadians**

In modernizing and ensuring the effectiveness of the immigration system, CIC also contributes to protecting the health, safety and security of Canadians by establishing admissibility policies and screening foreign nationals for permanent and temporary residence.

CIC is modernizing its Immigration Medical Assessment Program through the implementation of e-medical, an automated system that will streamline the processing and assessment of immigration medical examinations. CIC also entered into a new claims administration contract that will introduce electronic adjudication of medical claims for the Interim Federal Health Program.<sup>5</sup> Furthermore, CIC initiated a thorough review of its Interim Federal Health Program to explore strategies for containing the cost of services and targeting the services to those most in need.

Addressing concerns for border integrity and security, CIC's Temporary Resident Biometrics Project will strengthen identity management by making relevant and reliable identity information available to CIC visa officers. Beginning in 2013, some foreign nationals will be required to provide their biometrics at the time of application for a visa, study permit or work permit, to allow for the verification of that identity when the individual seeks entry at the border. As a result, the Government of Canada will better ensure the safety and security of Canadian society and reduce abuse of the immigration system by limiting opportunities for persons with Canadian criminal or deportation histories to use alternate identities to return to Canada, as well as facilitate legitimate travel.

In 2010, the Department, in collaboration with the Canada Border Services Agency and the Royal Canadian Mounted Police, effectively continued work on the High-Value-Data Sharing Protocol to share biometric information on high-value cases with Canada's international partners of the FCC.<sup>6</sup> Under the Protocol framework, Canada is sharing 3,000 fingerprints each year with each partner. This exchange has proven extremely valuable for detecting false claimants and preventing their entry into Canada. Moreover, Canada and the United States have committed to working together to prevent threats early by increasing the level of information sharing between them.

Also in 2010, CIC developed a plan as part of its modernization agenda to implement an expanded global service delivery network of visa application centres. Visa application centres are operated by third-party service providers and enhance service delivery by providing visa applicants easier access to services closer to home, including biometrics enrolment. Visa application centres currently operate in 54 locations in 35 countries from Asia, Africa Eastern Europe and Latin America. Safeguards governing the protection of personal information will continue to be part of the terms of agreement with each service provider.

Building on these successes, the Department approved a Program Integrity Framework and Action Plan in March 2011 and began implementation in April 2011. The purpose of the Framework is to fully integrate risk management, quality assurance, and fraud deterrence and detection into CIC's day-to-day operations. These elements are already in place within CIC, but a modernized work environment offers the opportunity to implement them in a more systematic and consistent manner. The overall goal of the Framework is to ensure that CIC delivers the right service to the right person for the right reason. A number of activities are planned in 2011–2012 to build capacity across the Department.

### **Upholding Canada's Long-standing Humanitarian Tradition**

CIC continued to consider requests for humanitarian and compassionate considerations. In 2010, through a public policy, CIC announced plans to facilitate permanent residence for up to 1,000 Tibetans from Arunachal Pradesh, India, over a five-year period. Special immigration measures will be developed in a way to maximize community involvement for this group, by focusing on individuals who secured support

<sup>5</sup> For more information, see [www.cic.gc.ca/english/refugees/outside/arriving-healthcare.asp](http://www.cic.gc.ca/english/refugees/outside/arriving-healthcare.asp).

<sup>6</sup> High-value cases include refugee claimants, foreign nationals subject to removal from Canada, and individuals from whom there is a strong suspicion that they are known to the partner countries.

from the Tibetan community or other interested supporters in Canada. In addition, October 2010 saw the arrival of the first Afghans assessed under special immigration measures program for those who supported the Canadian mission to Kandahar and faced extraordinary and individualized risk as a result of that work. Under this initiative, which was announced in the fall of 2009, it is expected that over 550 Afghan nationals, including dependants, will be resettled by the spring of 2012. These efforts are part of the humanitarian tradition that Canada upholds.

Canada also maintains one of the world's largest refugee resettlement programs, reflecting Canadians' long-standing tradition of offering protection to the displaced and persecuted. The government enacted long-awaited reforms to Canada's asylum system in 2010. Bill C-11, the *Balanced Refugee Reform Act*,<sup>7</sup> was passed with all-party support by Parliament and received Royal Assent on June 29, 2010. The changes brought about by the legislation will continue to support the underlying principles of Canada's asylum system: ensuring fairness, protecting genuine refugees and upholding Canada's humanitarian tradition. The new asylum system will continue to exceed Canada's international and domestic legal obligations to asylum seekers. All eligible refugee claimants will continue to receive a fair hearing based on their personal situation and will have avenues for appeal. Among other changes, the legislation provides for the establishment of regulated processing timelines to make the system more efficient, as well as the creation of the Refugee Appeal Division at the Immigration and Refugee Board. Work continues to ensure that the new asylum system is implemented as early as possible. The new system will come into effect on June 29, 2012.

As part of the *Balanced Refugee Reform Act*, the government also announced a 20 percent increase in the number of resettled refugees that Canada will receive each year, to approximately 14,500 persons by 2013.<sup>8</sup> This increase means that, by 2013, Canada will welcome 11 percent of all refugees resettled from around the world. The first stage of increases is reflected in the 2011 levels plan.

In 2010, CIC also initiated steps to help reduce backlogs in the resettlement programs. These measures will help to ensure that CIC's resettlement programs regain flexibility to respond in a timely manner to urgent and unmet protection needs.

## Canada's Immigration Plan for 2012

The 2012 levels plan reflects the Government of Canada's efforts to address economic, social and humanitarian objectives. The admission range of 240,000 to 265,000 is maintained for the sixth consecutive year, reaffirming the commitment to sustained immigration levels to continue to fulfil the Department's objectives. The range is based on consultations with provinces and territories, stakeholders, *Action Plan for Faster Immigration* objectives and operational capacities.

The admission ranges for 2012 will also support CIC's progress to modernize the immigration system, with more efficient and effective processing, strengthened program integrity, and improved client service. Momentum to meet Action Plan objectives has been building since 2008, and the 2012 immigration levels plan will sustain progress and position CIC for achieving its goal of a modernized immigration system in the coming years.

<sup>7</sup> For more information, see [www.cic.gc.ca/english/refugees/reform.asp](http://www.cic.gc.ca/english/refugees/reform.asp).

<sup>8</sup> For more information, see [www.cic.gc.ca/english/department/media/releases/2011/2011-03-18c.asp](http://www.cic.gc.ca/english/department/media/releases/2011/2011-03-18c.asp).

**Table 1: Immigration Levels Plan 2012**

| Projected Admissions   | Low            | High           |
|--|----------------|----------------|
| Federal Selected Economic Programs, Provincial/Territorial Nominees, Family, Refugees and Others | 206,500        | 228,300        |
| Quebec-selected Skilled Worker   | 31,000         | 34,000         |
| Quebec-selected Business   | 2,500          | 2,700          |
| <b>TOTAL</b>   | <b>240,000</b> | <b>265,000</b> |

## SECTION 2

# Managing Permanent and Temporary Immigration

Citizenship and Immigration Canada (CIC) maintains a balanced immigration program that responds to Canada's labour market needs while fostering family reunification, honouring Canada's humanitarian commitments and traditions, and protecting the health, safety and security of Canadians. Canada's immigration program is based on non-discriminatory principles—foreign nationals are assessed without regard to race, nationality, ethnic origin, colour, religion or gender. CIC works in partnership with the Canada Border Services Agency, the Royal Canadian Mounted Police, Public Safety Canada, the Canadian Security Intelligence Service, the federal Department of Justice and Health Canada, to fulfil its role of identifying applicants for permanent or temporary status who could pose security or health risks to Canadians.

## Permanent Residents

The *Immigration and Refugee Protection Act* defines three basic classes of permanent residents: economic, family and protected persons. Permanent residents are persons who have not become Canadian citizens, but have been authorized to live and work in Canada indefinitely, provided that they meet residency requirements and do not lose their status by reason of serious criminality, security, human rights violations, organized crime or misrepresentation.

## Economic Class

The economic class<sup>9</sup> includes federal and Quebec-selected skilled workers, federal and Quebec-selected business immigrants, provincial and territorial nominees, the Canadian Experience Class, and live-in caregivers, as well as their spouses and dependants.

The Federal Skilled Worker Program is the Government of Canada's flagship program for selecting foreign skilled workers. In 2010, 85,117 immigrants arrived in Canada as permanent residents under the program. An evaluation of the Federal Skilled Worker Program published in 2010 confirmed that the program is working well. Applicants selected under the program's current criteria (introduced in 2002) are

faring significantly better than those selected under the previous criteria. The points system, which assesses applicants on the basis of key skills, is yielding positive results.

The evaluation also identified several opportunities to further improve the program. CIC is in the process of modernizing the selection points system for federal skilled workers (FSWs) to give greater emphasis to criteria that are demonstrated to predict success, for example, official language proficiency, younger age at immigration and a genuine offer of employment in Canada.

Language proficiency is a key predictor of success for skilled immigrants. In 2010, CIC moved to require that all future applications to the FSW and Canadian Experience Class programs include the result of an independent third-party language test. Mandatory language testing is the most efficient and reliable means to assess an applicant's official language skills.

The Provincial Nominee Program provides participating provinces and territories with a mechanism to respond to their particular economic needs, by allowing them to nominate individuals who will meet specific local labour market demands. In addition, the Provincial Nominee Program was designed to spread the benefits of immigration across Canada by promoting immigration to areas that are not traditional immigrant destinations. The number of provincial nominees continues to increase and Canada admitted a record number of immigrants in this category again in 2010, in line with the annual levels plan. In 2010, CIC initiated the first national evaluation of the Provincial Nominee Program. The evaluation is expected to be completed in fall 2011.

The three streams under CIC's Business Immigration Program—entrepreneurs, self-employed persons and immigrant investors—are intended to attract experienced business people who will contribute to national and regional economic development. International interest in the federal program remains strong with over 12,000 business applications received and almost 7,000 visas issued in 2010.

<sup>9</sup> For more information, see [www.cic.gc.ca/english/department/paa/2011/activity-11.asp#economic](http://www.cic.gc.ca/english/department/paa/2011/activity-11.asp#economic).

Under the immigrant investor stream, candidates must make a one-time investment in the Canadian economy in the form of a five-year, zero-interest loan to the Government of Canada. These funds are distributed to participating provinces and territories to fund economic development and job creation initiatives in their region. New regulations came into force for immigrant investors on December 1, 2010. These changes doubled the personal net worth requirement for investor applicants from \$800,000 to \$1.6 million and increased the investment amount from \$400,000 to \$800,000. These amendments were prompted by changing client profiles, international competitiveness and increased provincial and territorial participation in the program, as well as the diminished impact of a \$400,000 investment today compared with a decade ago. When CIC starts to exclusively process the \$800,000 investment applications (once the inventory of the \$400,000 investment applications has been processed), the gross increase to the Canadian economy is projected to be approximately \$600 million per year. In 2010 alone, over \$681.2 million was allocated to participating provinces and territories for economic development.

The first set of Ministerial Instructions (MI-1)<sup>10</sup> was launched in 2008 to meet the three goals of the 2008 Action Plan for Faster Immigration. MI-1 prioritized new FSW applicants with experience in 38 eligible priority occupations, as well as applicants with job offers from Canadian employers, and temporary foreign workers and international students with one year or more of legal, in-Canada status. CIC prioritized these applicants to improve labour market responsiveness and to reduce intake, thus accelerating work on backlog reduction and improving processing times for new applicants. While initially successful on all fronts, application intake began to climb by late 2009 as applicants adapted to the new requirements.

By early 2010, intake numbers had achieved pre-2008 levels and began to erode earlier Action Plan gains. In response, the second set of Ministerial Instructions in 2010 (MI-2)<sup>11</sup> was implemented, placing an overall

annual numerical cap on new FSW applications (20,000), as well as a cap of 1,000 per eligible occupation. MI-2 also required all FSW applications to include a valid language test result from a designated third-party language testing agency. Lastly, MI-2 introduced a temporary moratorium on the acceptance of new federal immigrant investor applications until regulatory amendments came into effect in December 2010.

Application intake caps have been very effective in stabilizing intake and establishing greater predictability in new applications, thus allowing for sustained progress on processing pre-cap applications for permanent residence, while also continuing to attract the skills Canada needs most.

Despite the significant progress on Action Plan objectives, the still sizable FSW inventory of applications influenced the third set of Ministerial Instructions (MI-3),<sup>12</sup> announced June 25, 2011. MI-3 lowered the FSW annual cap, to 10,000 in total and 500 per prioritized occupation. This further restriction on new FSW applications is necessary to sustain progress on processing and backlog reduction goals, and is seen to be a short-term measure in support of long-term system stability and efficiency.

## Family Class

Family reunification remains a key objective of the *Immigration and Refugee Protection Act*. To facilitate the reunification of families, Canadian citizens and permanent residents may sponsor Family Class immigrants<sup>13</sup>—spouses or partners, dependent children, parents, grandparents and other close relatives—to become permanent residents. Sponsors must undertake to provide for the basic requirements of the sponsored person and his or her family members for a specified period of time. Sponsors of parents and grandparents and some other relatives must also meet a minimum necessary income test.

Regulatory changes to strengthen the Department's capacity to refuse cases of suspected marriage fraud were brought into force on September 30, 2010. In addition, measures to strengthen the integrity of the

<sup>10</sup> For more information, see [www.cic.gc.ca/english/department/media/releases/2008/2008-11-28.asp](http://www.cic.gc.ca/english/department/media/releases/2008/2008-11-28.asp).

<sup>11</sup> For more information, see [www.cic.gc.ca/english/department/media/releases/2010/2010-06-26.asp](http://www.cic.gc.ca/english/department/media/releases/2010/2010-06-26.asp).

<sup>12</sup> For more information, see [www.cic.gc.ca/English/department/media/releases/2011/2011-06-24a.asp](http://www.cic.gc.ca/English/department/media/releases/2011/2011-06-24a.asp).

<sup>13</sup> For more information, see [www.cic.gc.ca/english/department/paa/2011/activity-21.asp#family](http://www.cic.gc.ca/english/department/paa/2011/activity-21.asp#family).

family immigration program were pre-published in the *Canada Gazette* on April 2, 2011. The first would strengthen the provisions against family violence, while the second, as a deterrent to marriage fraud, would bar a sponsored spouse or partner from sponsoring a new spouse or partner for five years after becoming a permanent resident. Finally, a Notice of Intent seeking public comment on a proposal to introduce a period of conditional permanent residence for spouses or partners in new relationships was published on March 26, 2011, in the *Canada Gazette*. This measure is also intended to address marriage fraud.

To improve accountability and client service, in April 2010, CIC implemented a service standard for applications in the category of Family Class: spouses, common-law partners, conjugal partners and dependent children overseas. For these applications, the goal is to make a final decision within 12 months from the time the application is received at the Mississauga Case Processing Centre for 80 percent of applications. As of the end of June 2011, 75 percent of the overseas Family Class applications were processed within the 12 month service standard and 80 percent were processed within 15 months. It is anticipated that the new 12 month service standard will be met by March 2012.

### Protected Persons

According to the United Nations High Commissioner for Refugees,<sup>14</sup> there were about 10.6 million refugees in the world at the end of 2010, many of whom have been living in exile for decades. By offering protection to refugees and persons in need of protection,<sup>15</sup> and through active participation in international forums on refugee protection, CIC plays a significant role in upholding Canada's international obligations and humanitarian tradition. Canada actively participates each year in all meetings of the United Nations High Commissioner for Refugees Standing Committee, Executive Committee and Working Group on Resettlement. In 2010, Canada joined the United States and Australia in a presentation of each country's resettlement programs at the Annual Tripartite Consultations with the aim of encouraging growth in resettlement globally.

For the second year in a row, Canada resettled more than 12,000 government-assisted refugees and privately sponsored refugees. Refugees resettled to Canada in 2010 represented 70 nationalities and were processed in 40 countries. The largest groups represented were Iraqis and Bhutanese. Canada, as part of multilateral efforts to provide durable solutions to some of the most protracted refugee situations in the world, has committed to resettling 5,000 Bhutanese out of Nepal between 2008 and 2012 and 20,000 Iraqis between 2009 and 2013. In 2010, Canada resettled over 1,400 Bhutanese refugees and over 4,000 Iraqi refugees. Of the 4,000 Iraqis resettled in 2010, over half were privately sponsored refugees. The Private Sponsorship of Refugees Program<sup>16</sup> is a key component of Canada's refugee resettlement program, whereby Canadian citizens and permanent residents can come together to sponsor refugees for resettlement in Canada.

The Immigration and Refugee Board is an independent tribunal responsible for determining claims for asylum made in Canada. In 2010, Canada granted permanent residence to over 9,000 individuals who requested asylum on or after their arrival in Canada and were found to be in need of protection, along with over 3,500 of their dependants abroad.

In 2010, the volume of asylum claimants fell by approximately 10,000 from that of the previous year. The reduction is mainly attributed to the reinstatement of a temporary resident visa requirement for the Czech Republic and, for the first time, the imposition of a visa requirement for nationals of Mexico. These moves were prompted by high rates of unfounded or withdrawn asylum claims made by nationals of these countries, which have placed substantial pressure on the asylum determination system.

Active cooperation with the United States continued under the Safe Third Country Agreement.<sup>17</sup> Under the agreement, persons seeking refugee protection must make a claim in the first country they arrive in (United States or Canada), unless they qualify for an exception under the agreement. CIC also continued to share information with the United States, on a case-by-case basis.

<sup>14</sup> For more information, see [www.unhcr.org](http://www.unhcr.org).

<sup>15</sup> For more information, see [www.cic.gc.ca/english/department/paa/2011/activity-22.asp](http://www.cic.gc.ca/english/department/paa/2011/activity-22.asp).

<sup>16</sup> For more information, see [www.cic.gc.ca/english/refugees/sponsor/private.asp](http://www.cic.gc.ca/english/refugees/sponsor/private.asp).

<sup>17</sup> For more information, see [www.cic.gc.ca/english/department/laws-policy/menu-safethird.asp](http://www.cic.gc.ca/english/department/laws-policy/menu-safethird.asp).

## Permanent Resident Status on Humanitarian and Compassionate Grounds

In exceptional circumstances, the *Immigration and Refugee Protection Act* gives the Minister the authority to grant permanent resident status to individuals and families who would not otherwise qualify in any class, in cases where there are humanitarian and compassionate considerations or for public policy reasons.<sup>18</sup> The purpose of these discretionary provisions is to provide the flexibility to approve deserving cases not anticipated in the legislation. In 2010, 8,736 people were admitted into Canada based on humanitarian and compassionate grounds. The Department carries out ongoing policy and operational analysis of the humanitarian and compassionate provision in the Act and implemented a number of changes to it as part of the *Balanced Refugee Reform Act*.<sup>19</sup>

## Statistical Overview of Permanent Residents Admitted in 2010

Canada's immigration plan for 2011, set out in the *Annual Report to Parliament on Immigration 2010*,<sup>20</sup> indicated an admissions range for new permanent residents of 240,000 to 265,000 people. The plan underscored the government's continuing commitment to balancing immigration objectives in the Economic, Family and Protected Persons classes, and to maximizing the social and economic benefits to Canada. Although school-leavers and other domestic sources contribute the largest proportion of new labour market entrants, immigration is projected to account for all net labour force growth in Canada within the next decade and all population growth within the next two decades. The Department is on track to meet its projected ranges in most categories. Periodic updates on current admissions, and the most recent quarterly figures, can be found on CIC's website.<sup>21</sup>

Although the projected admissions range for 2010 was 240,000 to 265,000, a total of 280,681 permanent residents were admitted, with the largest proportion in the economic stream (nearly 67 percent of total admissions). This represents an 11.3 percent increase from 2009 and it is the highest level of permanent resident admissions since 1957.

These higher than anticipated admissions permitted CIC to balance competing priorities while meeting overall economic, family reunification and refugee protection objectives. High economic admissions brought skilled labour, talent, innovation and investment to Canada. Canada remains committed to family reunification, bringing Family Class admissions to within the planned range (60,220 were admitted in 2010, within the admission range of 57,000 to 63,000). Overall admission numbers for refugees and protected persons were also within the planned range (24,696 were admitted in 2010, within the admission range of 19,600 to 26,000).

The high volume of admissions in 2010 was the result of a combination of unique factors. This includes ongoing work since 2008 to improve immigration system efficiency and reduce wait times; planned increases in economic immigration announced in June 2010; a rise in non-discretionary family reunification linked in part to events such as the earthquake in Haiti; and growth in categories with high approval rates such as the Provincial Nominee Program. Also, while CIC had anticipated a significant increase in demand for temporary visas (for the Vancouver 2010 Olympic and Paralympic Winter Games, for example), the actual growth was lower than expected and there was a real decline in temporary foreign workers due to the economic climate, which freed up capacity in the system to increase production in the permanent stream. Finally, a faster visa usage rate meant many applicants who would have normally arrived in 2011 arrived in 2010. This combination of factors is not expected in 2011 and beyond, and therefore 2010 is likely to remain a high watermark year in terms of admissions.

Table 2 provides a more detailed breakdown of admissions by immigration category and allows for a comparison with the 2010 admission ranges. More statistical information on admissions in 2010 can be found in CIC's *Facts and Figures 2010*.<sup>22</sup>

<sup>18</sup> For more information, see [www.cic.gc.ca/english/department/paa/2011/activity-22.asp#protection](http://www.cic.gc.ca/english/department/paa/2011/activity-22.asp#protection).

<sup>19</sup> For more information, see [www.cic.gc.ca/english/refugees/reform-changes.asp](http://www.cic.gc.ca/english/refugees/reform-changes.asp).

<sup>20</sup> The report can be found at [www.cic.gc.ca/english/resources/publications/annual-report2010/index.asp](http://www.cic.gc.ca/english/resources/publications/annual-report2010/index.asp).

<sup>21</sup> For more information, see [www.cic.gc.ca/english/resources/statistics/data-release/2010-Q1/index.asp](http://www.cic.gc.ca/english/resources/statistics/data-release/2010-Q1/index.asp).

<sup>22</sup> For more information, see [www.cic.gc.ca/english/resources/statistics/menu-fact.asp](http://www.cic.gc.ca/english/resources/statistics/menu-fact.asp).

**Table 2: New Permanent Residents Admitted in 2010 and 2011 Levels Plan**

| Immigrant Category                                    | 2010 Plan<br>Admission Ranges |                | Number<br>Admitted<br>2010 | 2011 Plan<br>Admission Ranges |                |
|---|-------------------------------|----------------|----------------------------|-------------------------------|----------------|
|   | Low                           | High           |                            | Low                           | High           |
| <b>ECONOMIC CLASS</b>                                 |                               |                |                            |                               |                |
| Federally Selected                                    | 89,000                        | 95,200         | 113,756                    | 74,000                        | 80,400         |
| Federal Skilled Workers                               | 75%                           |                | 85,117                     | 47,000                        | 47,400         |
| Federal Business                                      | 10%                           |                | 10,813                     | 9,000                         | 10,000         |
| Canadian Experience Class                             | 3%                            |                | 3,917                      | 6,000                         | 7,000          |
| Live-in Caregivers                                    | 12%                           |                | 13,909                     | 12,000                        | 16,000         |
| Quebec-selected Skilled Workers*                      | 28,400                        | 29,500         | 34,240                     | 32,800                        | 33,900         |
| Quebec-selected Business                              | 1,900                         | 2,100          | 2,489                      | 1,800                         | 2,000          |
| Provincial and Territorial Nominees                   | 37,000                        | 40,000         | 36,428                     | 42,000                        | 45,000         |
| <b>Subtotal Economic Class—Principal Applicants</b>   |                               |                | <b>76,561</b>              |                               |                |
| <b>Subtotal Economic Class—Spouses and Dependents</b> |                               |                | <b>110,352</b>             |                               |                |
| <b>Total Economic Class</b>                           | <b>156,300</b>                | <b>166,800</b> | <b>186,913</b>             | <b>150,600</b>                | <b>161,300</b> |
| <b>FAMILY CLASS</b>                                   |                               |                |                            |                               |                |
| Spouses, Partner and Children                         | 42,000                        | 45,000         | 44,896                     | 45,500                        | 48,000         |
| Parents and Grandparents                              | 15,000                        | 18,000         | 15,324                     | 13,000                        | 17,500         |
| <b>Total Family Class</b>                             | <b>57,000</b>                 | <b>63,000</b>  | <b>60,220</b>              | <b>58,500</b>                 | <b>65,500</b>  |
| <b>PROTECTED PERSONS</b>                              |                               |                |                            |                               |                |
| Government-assisted Refugees                          | 7,300                         | 8,000          | 7,264                      | 7,400                         | 8,000          |
| Privately Sponsored Refugees                          | 3,300                         | 6,000          | 4,833                      | 3,800                         | 6,000          |
| Protected Persons in Canada                           | 9,000                         | 12,000         | 9,041                      | 8,200                         | 10,500         |
| Dependants Abroad                                     |                               |                | 3,558                      | 3,800                         | 4,500          |
| <b>Total Protected Persons</b>                        | <b>19,600</b>                 | <b>26,000</b>  | <b>24,696</b>              | <b>23,200</b>                 | <b>29,000</b>  |
| <b>OTHER</b>  |                               |                |                            |                               |                |
| Humanitarian and Compassionate Grounds/Public Policy  | 7,000                         | 9,000          | 8,736                      | 7,600                         | 9,000          |
| Permit Holders  | 100                           | 200            | 109                        | 100                           | 200            |
| <b>Total Other</b>                                    | <b>7,100</b>                  | <b>9,200</b>   | <b>8,845</b>               | <b>7,700</b>                  | <b>9,200</b>   |
| Category Not Stated                                   | —                             | —              | 7                          | —                             | —              |
| <b>TOTAL</b>  | <b>240,000</b>                | <b>265,000</b> | <b>280,681</b>             | <b>240,000</b>                | <b>265,000</b> |

Source: Citizenship and Immigration Canada, *Facts and Figures 2010*.

- \* The Government of Quebec released its 2011 plan after CIC, with a higher Quebec-selected skilled workers range of 33,200 to 34,300. Due to operational constraints, CIC is not adjusting its ranges.

In terms of the linguistic profile of permanent residents admitted in 2010, 73.4 percent of principal applicants self-identified as having knowledge of English, French or both official languages. For economic immigrant principal applicants, the proportion is much higher (90.9 percent).

**Table 3: Knowledge of Official Languages among Permanent Residents, 2010**

| Immigrant Class                            | English        | French        | Both          | Neither       | Total          |
|--|----------------|---------------|---------------|---------------|----------------|
| Family Class                               | 34,558         | 4,356         | 2,866         | 18,440        | 60,220         |
| Economic Immigrants—Principal Applicants   | 49,159         | 3,817         | 16,646        | 6,939         | 76,561         |
| Economic Immigrants—Spouses and Dependents | 57,813         | 5,528         | 8,271         | 38,740        | 110,352        |
| Protected Persons                          | 11,604         | 2,114         | 889           | 10,089        | 24,696         |
| Other Immigrants                           | 7,206          | 1,021         | 278           | 340           | 8,845          |
| Category Not Stated                        | 5              | 1             | 0             | 1             | 7              |
| <b>TOTAL</b>                               | <b>160,345</b> | <b>16,837</b> | <b>28,950</b> | <b>74,549</b> | <b>280,681</b> |
| <b>PERCENTAGE</b>                          | <b>57.1%</b>   | <b>6.0%</b>   | <b>10.3%</b>  | <b>26.6%</b>  | <b>100.0%</b>  |

Source: Citizenship and Immigration Canada, *Facts and Figures 2010*.

Canada receives its immigrant population from over 200 countries of origin. As indicated in Table 4, over 50 percent of new immigrants admitted in 2010 came from 10 source countries.

**Table 4: Permanent Residents Admitted in 2010, by Top 10 Source Countries**

| Rank                              | Country                    | Number         | Percentage    |
|-----------------------------------|----------------------------|----------------|---------------|
| 1                                 | Philippines                | 36,578         | 13.0%         |
| 2                                 | India                      | 30,252         | 10.8%         |
| 3                                 | People's Republic of China | 30,197         | 10.8%         |
| 4                                 | United Kingdom             | 9,499          | 3.4%          |
| 5                                 | United States of America   | 9,243          | 3.3%          |
| 6                                 | France                     | 6,934          | 2.5%          |
| 7                                 | Iran                       | 6,815          | 2.4%          |
| 8                                 | United Arab Emirates       | 6,796          | 2.4%          |
| 9                                 | Morocco                    | 5,946          | 2.1%          |
| 10                                | Republic of Korea          | 5,539          | 2.0%          |
| <b>Total Top 10</b>               |                            | <b>147,799</b> | <b>52.7%</b>  |
| <b>All Other Source Countries</b> |                            | <b>132,882</b> | <b>47.3%</b>  |
| <b>TOTAL</b>                      |                            | <b>280,681</b> | <b>100.0%</b> |

Source: Citizenship and Immigration Canada, *Facts and Figures 2010*.

## Temporary Residents

In addition to selecting permanent residents, CIC also processes applications for the temporary entry of:

- foreign workers, who are important to Canada's economic growth;
- international students, attracted by the quality and diversity of Canada's educational system; and
- visitors, who come to Canada for personal or business travel.

These temporary residents contribute to Canada's economic development by filling gaps in the labour market, enhancing trade, purchasing goods and services, and increasing cultural and people-to-people links. As shown in Table 5, CIC processed applications for and admitted almost 280,000 temporary foreign workers and international students in 2010.

**Table 5: Number of Temporary Foreign Workers and Foreign Students Admitted in 2010**

| Category                  | Number Admitted in 2010 |
|---------------------------|-------------------------|
| Temporary Foreign Workers | 182,276                 |
| International Students    | 96,157                  |
| <b>TOTAL</b>              | <b>278,433</b>          |

*Source: Citizenship and Immigration Canada, *Facts and Figures 2010*.*

### Temporary Foreign Workers

CIC facilitates the temporary entry of foreign workers needed to address labour market shortages and to provide other economic opportunities for Canadians, such as job creation and the transfer of new skills and knowledge. Temporary foreign workers<sup>23</sup> help meet acute and short-term needs in the labour market that could not easily be filled by the domestic labour force. CIC works with Human Resources and Skills Development Canada to ensure that the admission of foreign workers does not adversely affect employment opportunities for Canadian citizens or permanent residents.

In response to labour market demand, and further to the Government of Canada's commitment to making improvements to the Temporary Foreign Worker Program to respond to employer needs, Canada welcomed 182,276 temporary foreign workers in 2010. This is a small increase of 2.2 percent from 2009 (178,268), consistent with the improvements in the economy after the recent recession. Arrivals of foreign

workers with work permits that do not restrict employment by occupation or employer increased by 12.1 percent (from approximately 51,400 in 2009 to 58,500 in 2010). As such, they now represent over one-third of temporary foreign worker arrivals. This category includes work permits issued under the International Exchange Canada program, which allows foreign and Canadian youth to travel and work internationally.

### International Students

International students<sup>24</sup> bring with them new ideas and cultures that enrich the learning environment within Canadian educational institutions. International students who enter Canada on temporary resident visas are also an important source of easily integrated immigrants since they are well prepared for the Canadian labour market. The number of foreign students entering Canada in 2010 was over 96,000, a rise of nearly 13 percent from the previous year's total of just over 85,000.

<sup>23</sup> For more information, see [www.cic.gc.ca/english/department/paa/2011/activity-12.asp#workers](http://www.cic.gc.ca/english/department/paa/2011/activity-12.asp#workers).

<sup>24</sup> For more information, see [www.cic.gc.ca/english/department/paa/2011/activity-12.asp#students](http://www.cic.gc.ca/english/department/paa/2011/activity-12.asp#students).

In collaboration with its partners, CIC continued to successfully deliver key initiatives to help Canada maintain its competitive edge in attracting and retaining international students. Important vehicles for accomplishing this include the Off-Campus Work Permit Program, a national program that allows certain international students to seek employment off campus, and the Post-Graduation Work Permit Program, which allows graduates from participating post-secondary institutions to gain valuable Canadian experience for up to three years. In 2010, CIC issued over 20,000 off-campus permits and over 17,000 post-graduation permits, demonstrating the success of these permit programs for international students.

In 2010, CIC began important work with provinces and territories to enhance the integrity of the international student program, with a view to reducing fraud in international student movement and improving services to foreign nationals destined to genuine educational institutions. Increased collaboration with provinces and territories will be key to successfully achieving the shared goal to increase Canada's competitiveness as a destination of choice for international students. Negotiations with provinces and territories have been ongoing since 2010, and CIC looks to publish new regulations to enhance the program's integrity in late 2012.

An important success story in the improvement of program integrity and client service for the international student program is the Student Partners Program (SPP), a pilot between the Canadian visa offices in New Delhi, Chandigarh and Beijing and the Association of Canadian Community Colleges. To enhance program integrity, SPP requires applicants to submit mandatory, verifiable documents on language skills and financial support. An information feedback agreement with member colleges is also in place to monitor whether students actually study at their college. The program started in New Delhi with 20 member colleges of the Association of Canadian Community Colleges and has

grown to 39 participating colleges. Since SPP was introduced in New Delhi, overall outcomes for Indian students destined for participating colleges have improved significantly. In 2010, over 5,000 study permits were issued to Indian SPP applicants. The approval rate increased to 60 percent compared with 35 percent in 2008 and 56 percent in 2009, for Indian applicants destined for SPP colleges. In July 2010, the SPP was expanded to China, another high-volume student market. There are 44 community colleges participating. The average processing time is 10 working days from the date of the application.

In 2010, CIC continued to deliver on Budget 2008 commitments to modernize the immigration system by extending the on-line application to study permit applicants from select visa-exempt and medical-exempt countries overseas. This is in addition to the on-line application services available to all temporary in-Canada applicants (study permit and study permit extensions, off-campus work permits, post-graduation work permits, work permits and work permit extensions, and visitor records).

## Tourists and Business Visitors

Tourists contribute to the economy by creating a demand for services in the hospitality sector, and business visitors allow Canadian businesses to benefit from their specialized expertise and international links.<sup>25</sup> Under the *Immigration and Refugee Protection Act*, all foreign nationals wishing to visit Canada must have a temporary resident visa before arriving in Canada unless they are from countries specifically exempted in the *Immigration and Refugee Protection Regulations*, or benefit from certain other limited exceptions, for example, being accredited diplomats in Canada. As of March 31, 2011, citizens from 143 countries and territories require temporary resident visas to visit Canada.<sup>26</sup> In 2010, CIC processed applications (new and extensions) from over

<sup>25</sup> For more information, see [www.cic.gc.ca/english/department/paa/2011/activity-42.asp#visitors](http://www.cic.gc.ca/english/department/paa/2011/activity-42.asp#visitors).

<sup>26</sup> The list of countries can be found at [www.cic.gc.ca/english/visit/visas.asp](http://www.cic.gc.ca/english/visit/visas.asp). The number of visa-required countries and territories listed does not include those that have specific visa requirements based on their travel documents.

one million persons seeking temporary resident visas as tourists and business visitors to Canada, and issued visitor visas, permits and extensions to 920,412 persons. Most applications are approved—82 percent in 2010.

### Temporary Resident Permits

Subsection 24(1) of the *Immigration and Refugee Protection Act* authorizes designated officers to issue temporary resident permits (TRPs) to foreign nationals whom they believe are inadmissible or who do not meet the requirements of the Act. These permits are issued when there are compelling reasons to admit an otherwise inadmissible individual into Canada. In exercising their discretion, decision makers must take into consideration any instructions issued by the Minister under subsection 24(3), and weigh the risk to Canada against the reason for permitting temporary residence. TRPs are issued for a limited period of time and are subject to cancellation at any time. The TRP provides flexibility to address exceptional circumstances and can be used to further Canada's national and international objectives.

CIC makes an important contribution to the Government of Canada's multi-faceted efforts to combat trafficking in persons. Since May 2006, immigration officers have been authorized to issue TRPs to foreign nationals who are victims of this crime. An initial short-term permit, which may be issued for up to 180 days, provides victims with a

period of reflection to escape the influence of their trafficker and consider their options, including pursuing immigration avenues or returning home. A longer-term permit, valid for up to three years, may be issued to a victim of trafficking in cases where individual circumstances warrant. In 2010, 55 TRPs were issued to 47 victims of trafficking. This figure includes subsequent permits issued to the same victim to maintain legal status in Canada.

On September 1, 2010, CIC announced a new temporary resident visa policy to exempt certain foreign nationals from some inadmissibility provisions. The aim of this policy is to advance Canada's national interests and to minimize bilateral irritants, while continuing to ensure the safety of Canadians. As of December 31, 2010, a total of 17 visas were issued under the provisions of this policy.

Table 6 indicates the number of TRPs issued in 2010, categorized according to grounds of inadmissibility under the *Immigration and Refugee Protection Act*. In 2010, 12,452 permits were issued, with 5.8 percent (719) representing permits issued to foreign nationals who continued to maintain their status as permit holders from within Canada. Of the total, 195 TRPs were issued under instruction of the Minister. The remaining permits were authorized by departmental officials. The authority to issue TRPs is shared between designated CIC officials and Canada Border Services Agency officers working at ports of entry.

**Table 6: Temporary Resident Permits Issued from January 1 to December 31, 2010**

| Description of Inadmissibility  | Provision under the<br><i>Immigration and Refugee Protection Act</i> | Number of Permits |
|---|--|-------------------|
| Security (espionage, subversion, terrorism)   | 34(1)(a), (b), (c), (d), (e) and (f)                                 | 86                |
| Human or International Rights Violations  | 35(1)(a), (b) and (c)  | 24                |
| Serious Criminality (convicted of an offence punishable by a term of imprisonment of at least 10 years)   | 36(1)(a), (b) and (c)  | 907               |
| Criminality (convicted of a criminal act or of an offence prosecuted either summarily or by way of indictment)  | 36(2)(a), (b), (c) and (d)   | 6,451             |
| Organized Criminality   | 37(1)(a) or (b)  | 6                 |
| Health Grounds (danger to public health or public safety, excessive burden)   | 38(1)(a), (b) and (c)  | 128               |
| Financial Reasons (unwilling or unable to support themselves or their dependants)   | 39   | 42                |
| Misrepresentation   | 40(1)(a), (b), (c) and (d)   | 36                |
| Non-compliance with Act or Regulations (e.g., no passport, no visa, work/study without permit, medical/criminal check to be completed in Canada, not examined on entry) | 41(a) and (b)  | 4,423             |
| Inadmissible Family Member  | 42(a) and (b)  | 250               |
| No Return Without Prescribed Authorization  | 52(1)  | 99                |
| <b>TOTAL</b>  |  | <b>12,452</b>     |

*Source:* Field Operations Support System, as of April 4, 2011.

*Note:* The statistics in this table include the number of temporary resident permits used to enter or remain in Canada in 2010.

## SECTION 3

### Federal–Provincial/Territorial Partnerships

Jurisdiction over immigration is a joint responsibility under section 95 of the *Constitution Act, 1867*, and effective collaboration between the Government of Canada and the provinces and territories is essential to the successful management of the immigration program. Provincial and territorial governments are primary partners of Citizenship and Immigration Canada (CIC), and the shared goal is to make immigration programs responsive to the unique economic, social and labour market needs of each province and territory. Under the *Immigration and Refugee Protection Act* and the *Department of Citizenship and Immigration Act*, the Minister for CIC has the authority, with the approval of the Governor in Council, to sign agreements with the provinces and territories to facilitate the coordination and implementation of immigration policies and programs. Table 7 provides a list of the key bilateral agreements currently in force, with their signing and expiry dates.<sup>27</sup>

Framework agreements with eight provinces and one territory highlight immigration as a key area for bilateral collaboration and formalize how governments work together on this issue. Agreements for a Provincial Nominee Program are also in place with 11 jurisdictions (Yukon Territory, Northwest Territories and all provinces except Quebec), either as an annex to a framework agreement or as a stand-alone agreement.

Under a Provincial Nominee Program, provinces and territories have the authority to nominate individuals as permanent residents to address specific labour market and economic development needs. Under the *Canada–Quebec Accord*, Quebec has full responsibility over the selection of immigrants (except Family Class and in-Canada refugee claimants), as well as the sole responsibility for delivering integration services. The federal government is responsible for establishing eligibility criteria for settlement programs in the other provinces and territories, reuniting families, determining refugee claims within Canada, defining immigration categories, setting national immigration levels, and establishing admission requirements.

In 2010, negotiations were underway to put in place successor arrangements for the *Canada–Manitoba Immigration Agreement* and the *Canada–Ontario Immigration Agreement*. As of December 31, 2010, these negotiations had not been concluded.

<sup>27</sup> For more information see [www.cic.gc.ca/english/department/laws-policy/agreements/index.asp](http://www.cic.gc.ca/english/department/laws-policy/agreements/index.asp).

**Table 7: Federal–Provincial/Territorial Agreements Currently in Force**

| Agreement   | Date Signed   | Expiry Date  |
|---|---|--|
| <i>Canada–Newfoundland and Labrador Agreement on Provincial Nominees</i>              | November 22, 2006<br>(Original signed in September 1999)                          | Indefinite   |
| <i>Agreement for Canada–Prince Edward Island Co-operation on Immigration</i>          | June 13, 2008<br>(Original signed in March 2001)                                  | Indefinite   |
| <i>Agreement for Canada–Nova Scotia Co-operation on Immigration</i>                   | September 19, 2007  | Indefinite   |
| <i>Canada–New Brunswick Agreement on Provincial Nominees</i>                          | January 28, 2005<br>Amended: March 29, 2005<br>(Original signed in February 1999) | Indefinite   |
| <i>Canada–Quebec Accord Relating to Immigration and Temporary Admission of Aliens</i> | February 5, 1991  | Indefinite   |
| <i>Canada–Ontario Immigration Agreement</i>   | November 21, 2005   | November 21, 2010;<br>one-year extension of the<br>agreement expired<br>March 31, 2011 |
| <i>Canada–Manitoba Immigration Agreement</i>  | June 6, 2003<br>(Original signed in October 1996)                                 | Indefinite   |
| <i>Canada–Saskatchewan Immigration Agreement</i>                                      | May 7, 2005<br>(Original signed in March 1998)                                    | Indefinite   |
| <i>Agreement for Canada–Alberta Cooperation on Immigration</i>                        | May 11, 2007  | Indefinite   |
| <i>Canada–British Columbia Immigration Agreement</i>                                  | April 9, 2010<br>(Original signed in May 1998)                                    | April 8, 2015  |
| <i>Agreement for Canada–Yukon Co-operation on Immigration</i>                         | February 12, 2008<br>(Original signed in April 2001)                              | Indefinite   |
| <i>Canada–Northwest Territories Agreement on Provincial Nominees</i>                  | August 5, 2009  | August 5, 2012   |

**Table 8: Permanent Residents Admitted in 2010, by Destination and Immigration Category**

| Category  | NL         | PE           | NS           | NB           | QC            | ON             | MB            | SK           | AB            | BC            | YT         | NT         | NU        | Not Stated | Total          |
|---|------------|--------------|--------------|--------------|---------------|----------------|---------------|--------------|---------------|---------------|------------|------------|-----------|------------|----------------|
| <b>ECONOMIC CLASS</b>                                 |            |              |              |              |               |                |               |              |               |               |            |            |           |            |                |
| Skilled Workers                                       | 175        | 49           | 877          | 272          | 34,240        | 53,885         | 898           | 712          | 11,513        | 16,659        | 27         | 43         | 7         | 0          | 119,357        |
| Business Immigrants                                   | 12         | 4            | 107          | 57           | 2,489         | 4,419          | 24            | 20           | 305           | 5,860         | 5          | 0          | 0         | 0          | 13,302         |
| Provincial and Territorial Nominees                   | 217        | 2,419        | 638          | 1,352        | 80            | 1,528          | 12,178        | 5,354        | 7,492         | 4,900         | 269        | 1          | 0         | 0          | 36,428         |
| Live-in Caregivers                                    | 9          | 2            | 39           | 13           | 1,082         | 7,310          | 139           | 124          | 2,277         | 2,884         | 9          | 20         | 1         | 0          | 13,909         |
| Canadian Experience Class                             | 7          | 2            | 24           | 33           | 25            | 2,360          | 37            | 33           | 811           | 571           | 0          | 10         | 4         | 0          | 3,917          |
| <b>Total Economic Class</b><br>(including dependants) | <b>420</b> | <b>2,476</b> | <b>1,685</b> | <b>1,727</b> | <b>37,916</b> | <b>69,502</b>  | <b>13,276</b> | <b>6,243</b> | <b>22,398</b> | <b>30,874</b> | <b>310</b> | <b>74</b>  | <b>12</b> | <b>0</b>   | <b>186,913</b> |
| <b>FAMILY CLASS</b>                                   |            |              |              |              |               |                |               |              |               |               |            |            |           |            |                |
| Spouses, Partners, Children and Others                | 104        | 44           | 424          | 194          | 8,201         | 20,653         | 1,175         | 649          | 5,660         | 7,716         | 30         | 39         | 7         | 0          | 44,896         |
| Parents and Grandparents                              | 11         | 2            | 25           | 17           | 1,428         | 8,688          | 202           | 77           | 1,712         | 3,149         | 4          | 9          | 0         | 0          | 15,324         |
| <b>Total Family Class</b>                             | <b>115</b> | <b>46</b>    | <b>449</b>   | <b>211</b>   | <b>9,629</b>  | <b>29,341</b>  | <b>1,377</b>  | <b>726</b>   | <b>7,372</b>  | <b>10,865</b> | <b>34</b>  | <b>48</b>  | <b>7</b>  | <b>0</b>   | <b>60,220</b>  |
| <b>PROTECTED PERSONS</b>                              |            |              |              |              |               |                |               |              |               |               |            |            |           |            |                |
| Government-assisted Refugees                          | 155        | 53           | 146          | 146          | 1,732         | 2,607          | 460           | 337          | 885           | 743           | 0          | 0          | 0         | 0          | 7,264          |
| Privately Sponsored Refugees                          | 3          | 0            | 53           | 3            | 482           | 2,515          | 514           | 199          | 579           | 485           | 0          | 0          | 0         | 0          | 4,833          |
| Protected Persons In-Canada                           | 2          | 3            | 15           | 5            | 1,710         | 6,476          | 38            | 23           | 472           | 296           | 0          | 0          | 0         | 1          | 9,041          |
| Dependants Abroad                                     | 0          | 0            | 4            | 3            | 787           | 2,316          | 20            | 15           | 268           | 143           | 2          | 0          | 0         | 0          | 3,558          |
| <b>Total Protected Persons</b>                        | <b>160</b> | <b>56</b>    | <b>218</b>   | <b>157</b>   | <b>4,711</b>  | <b>13,914</b>  | <b>1,032</b>  | <b>574</b>   | <b>2,204</b>  | <b>1,667</b>  | <b>2</b>   | <b>0</b>   | <b>0</b>  | <b>1</b>   | <b>24,696</b>  |
| <b>OTHER</b>  |            |              |              |              |               |                |               |              |               |               |            |            |           |            |                |
| Humanitarian and Compassionate Grounds/ Public Policy | 19         | 3            | 56           | 30           | 1,708         | 5,294          | 121           | 58           | 658           | 771           | 4          | 13         | 0         | 1          | 8,736          |
| Other <sup>a</sup>                                    | 0          | 0            | 0            | 0            | 16            | 59             | 3             | 14           | 10            | 5             | 0          | 2          | 0         | 0          | 109            |
| <b>Total Other</b>                                    | <b>19</b>  | <b>3</b>     | <b>56</b>    | <b>30</b>    | <b>1,724</b>  | <b>5,353</b>   | <b>124</b>    | <b>72</b>    | <b>668</b>    | <b>776</b>    | <b>4</b>   | <b>15</b>  | <b>0</b>  | <b>1</b>   | <b>8,845</b>   |
| <b>Category Not Stated</b>                            | <b>0</b>   | <b>0</b>     | <b>0</b>     | <b>0</b>     | <b>2</b>      | <b>4</b>       | <b>0</b>      | <b>0</b>     | <b>0</b>      | <b>1</b>      | <b>0</b>   | <b>0</b>   | <b>0</b>  | <b>0</b>   | <b>7</b>       |
| <b>TOTAL</b>  | <b>714</b> | <b>2,581</b> | <b>2,408</b> | <b>2,125</b> | <b>53,982</b> | <b>118,114</b> | <b>15,809</b> | <b>7,615</b> | <b>32,642</b> | <b>44,183</b> | <b>350</b> | <b>137</b> | <b>19</b> | <b>2</b>   | <b>280,681</b> |
| <b>PERCENTAGE</b>                                     | <b>0.3</b> | <b>0.9</b>   | <b>0.9</b>   | <b>0.8</b>   | <b>19.2</b>   | <b>42.1</b>    | <b>5.6</b>    | <b>2.7</b>   | <b>11.6</b>   | <b>15.7</b>   | <b>0.1</b> | <b>0</b>   | <b>0</b>  | <b>0</b>   | <b>100%</b>    |

Source: Citizenship and Immigration Canada, *Facts and Figures 2010*.

\* "Other" includes post-determination refugee claimants, deferred removal orders and temporary resident permit holders.

## Integration of Newcomers and Canadian Citizenship

The successful settlement and integration of new immigrants to Canada is an important objective of the *Immigration and Refugee Protection Act*. Immigration is fundamental to the development of Canada's economy, society and culture, and Canada strives to be a world leader in maximizing its benefits. To create a stronger nation benefiting both newcomers and Canadians, Canada is one of the few countries with a managed immigration program directed toward newcomers ultimately becoming full citizens.

### Settlement

Settlement refers to the short-term transitional issues faced by newcomers, while integration is an ongoing process of mutual accommodation between an individual and society. The key to maximizing the benefits of immigration is ensuring that newcomers have the information, tools and opportunities to realize their potential and become fully engaged in all aspects of Canadian society. Notwithstanding its tremendous benefits, immigration is also accompanied by significant challenges for both newcomers and the host society. The Settlement Program<sup>28</sup> of Citizenship and Immigration Canada (CIC) assists immigrants and refugees with overcoming challenges specific to the newcomer experience (e.g., lack of official language skills and limited knowledge of Canada) so that they can participate in the social, cultural, civic and economic life of Canada. The program accomplishes this goal by providing language learning services for newcomers, community and employment bridging services, settlement information, and support services to facilitate access to CIC settlement programming.

Each year, eligible newcomers access settlement services delivered by service providers such as community-based organizations funded through formal contribution agreements with the Department. CIC directly funds settlement services in all jurisdictions except Quebec, Manitoba and British Columbia. These services include language instruction and skills development, information and orientation,

and initiatives to support social engagement, community connections and labour market participation. In 2010–2011, the number of interventions for newcomers increased by more than eight percent in jurisdictions where CIC is responsible for the delivery of settlement services over the previous fiscal year. As a result, approximately 193,000 unique clients received a settlement service, 131,000 received an information/orientation service, 46,000 received a language assessment and 63,500 attended language training. In 2010–2011, use of language training services increased by more than six percent in comparison with 2009–2010.

Through federal–provincial agreements,<sup>29</sup> British Columbia, Manitoba and Quebec have assumed responsibility for the design, administration and delivery of settlement services for newcomers who settle in these provinces, but are expected to achieve outcomes comparable to those of CIC programs.

As newcomers' language abilities are vital to their successful integration, CIC has developed a standardized language test (the Milestones Test) based on a Canadian language benchmark. This test will contribute to the Department's ability to assess overall program outcomes and impact, while also providing newcomers with a means to demonstrate their language proficiency.

The Department concluded its 2009–2010 Language Training Vouchers pilot project, which was intended to increase the participation rate of official languages training offered to newcomers. The results of this pilot showed that clients who received a voucher were 25 percent more likely to access a Language Instruction for Newcomers to Canada service than clients who did not receive a voucher.

In 2010–2011, the Department substantially revised and updated the settlement-related information it provides to newcomers on-line, in print and in person. In particular, CIC enhanced its suite of settlement information products and orientation services for

<sup>28</sup> For more information, see [www.cic.gc.ca/english/department/paa/2011/activity-31.asp](http://www.cic.gc.ca/english/department/paa/2011/activity-31.asp).

<sup>29</sup> For more information, see [www.cic.gc.ca/english/department/laws-policy/agreements/index.asp](http://www.cic.gc.ca/english/department/laws-policy/agreements/index.asp).

newcomers. Comprehensive settlement information has been assembled on 16 practical topics such as housing, employment, education and health care. This information will be incorporated into the *Welcome to Canada*<sup>30</sup> publication and the CIC website by early 2012.

In-person orientation sessions were also offered overseas to Canada-bound migrants, to complement the available on-line information products. In 2010–2011, nearly 16,000 immigrants to Canada (including over 6,400 refugees) received in-person orientation services before leaving their home country. These services were delivered by three service providers in more than 30 countries. An evaluation of these services will take place in 2011–2012 and a strategy to increase the coherence and efficiency of these services for selected clientele will also be developed.

Former settlement programs (Language Instruction for Newcomers to Canada, Immigration Settlement and Adaptation Program, and Host) were evaluated and their administration audited in 2010. Findings were generally positive, recognizing the value of the programs. Based on recommendations, CIC is improving the needs assessment and referral activity stream, the quality of the classroom experience for language services, and the use of informal learning opportunities. CIC also prepared the government response to the *Report on Best Practices in Settlement Services*, which included six recommendations and was tabled in the House of Commons. CIC continues to implement the commitments made in the government response.

In 2010, CIC successfully completed the national transition to the current modernized approach, which offers three key transformations to improve settlement outcomes: greater flexibility, results-oriented programming, and better planning and coordination. The modernized approach is a fundamental shift in how CIC and service provider organizations address the needs of newcomers, and how settlement initiatives are delivered and administered. Settlement programming has moved from separate programs (such as Language Instruction for Newcomers to Canada, Immigration Settlement and Adaptation Program, and

Host) to one single Settlement Program. The approach is activity-based and outcome-based to make sure settlement programming is responsive and flexible to meet clients' needs. Overall, this approach has generated an increase of eight percent in the usage of settlement services by newcomers and has increased efficiencies by reducing the number of contribution agreements by 17 percent.

CIC continues to work toward achieving comparable outcomes for newcomers across Canada by ensuring that the level of funding for federal settlement services in each jurisdiction is allocated in a fair and transparent manner. To this end, for all jurisdictions outside of Quebec, settlement funding is determined in a consistent manner using the federal settlement funding formula, which allows funding to flow to the provinces where immigrants settle.

In 2010–2011, CIC identified key outcomes and indicators of successful settlement and continued to advance the implementation of a performance measurement strategy. In addition, Federal–Provincial/Territorial ministers for immigration agreed to develop a pan-Canadian framework for settlement outcomes to help guide future settlement and integration policies across the country. As a result, CIC initiated work on a national survey to assess the settlement outcomes of newcomers, the findings of which will contribute to the development of the framework.

In consultation with the settlement sector, CIC also developed a refined list of performance indicators for its resettlement program, and developed a draft methodology for data collection that is scheduled to be implemented in 2011–2012.

CIC continues to offer financial support and immediate essential services to help government-assisted refugees resettle in Canada and integrate into Canadian society. Through the Resettlement Assistance Program,<sup>31</sup> the government ensures the delivery of essential services (such as reception services at the port of entry, temporary accommodation, assistance in finding permanent accommodation and financial orientation) through contribution agreements with service provider organizations.<sup>32</sup> This program also

<sup>30</sup> For more information, see [www.cic.gc.ca/english//resources/publications/welcome/index.asp](http://www.cic.gc.ca/english//resources/publications/welcome/index.asp).

<sup>31</sup> For more information, see [www.cic.gc.ca/english/department/paa/2011/activity-31.asp#resettlement](http://www.cic.gc.ca/english/department/paa/2011/activity-31.asp#resettlement).

<sup>32</sup> For more information, see [www.cic.gc.ca/english/refugees/spo.asp](http://www.cic.gc.ca/english/refugees/spo.asp).

provides income support for up to 12 months after arrival in most cases, and up to 24 months for refugees with special needs, such as victims of trauma or torture.

CIC also continued to build on its collaboration with key stakeholders to promote the recruitment of French-speaking newcomers and foster their integration into Francophone minority communities. The CIC Francophone Minority Communities Steering Committee, in collaboration with its community partners, continued the implementation of the *Strategic Plan to Foster Immigration to Francophone Minority Communities*.<sup>33</sup> To support the economic integration of French-speaking immigrants into Francophone minority communities, CIC continued its efforts to raise awareness among employers through the organization of job fairs for newcomers. The Destination Canada Job Fairs in Paris and Brussels in November 2010 involved 11 Canadian provinces and territories, 68 Canadian employers, and 2,600 participants.

In 2010–2011, with continued support from Canada's Economic Action Plan,<sup>34</sup> CIC's Foreign Credentials Referral Office, in collaboration with Human Resources and Skills Development Canada, Health Canada, and provincial and territorial partners, successfully implemented the one-year commitment to timely service with the initial eight target occupations under the Pan-Canadian Framework for the Assessment and Recognition of Foreign Qualifications. CIC also assumed responsibility of the Canada Immigrant Integration Program from Human Resources and Skills Development Canada and supported the expansion of pre-arrival foreign credential recognition orientation services, which included opening a new London (U.K.) office and expanding eligibility to include federal skilled workers, provincial nominees and their working-age dependants. In 2010, CIC continued the development of the International Qualifications Network, a website to showcase foreign credential recognition best practices to leverage departmental efforts to facilitate labour market integration of internationally trained individuals.

## Canadian Citizenship

The acquisition of citizenship is a significant step in the integration of newcomers. Granting citizenship to eligible applicants allows newcomers to acquire the full range of rights of citizenship and encourages them to fulfill the responsibilities of citizenship. The acquisition of citizenship also helps newcomers secure a stronger sense of belonging to Canada and share a common bond as part of the Canadian family. Supporting citizenship involves providing an environment where civic participation and the expression of identity are fostered through tools for promoting and celebrating citizenship, and through enhancing the meaning of Canadian citizenship. CIC will continue its efforts to promote Canadian citizenship, strengthen its value and ensure integrity in the process of acquiring it. Accordingly, some of the Department's objectives are to increase civic literacy and a sense of belonging for both newcomers and established Canadians alike. To that effect, greater focus is being placed on building awareness of Canadian values and history, institutions that shape Canada, and the rights and responsibilities associated with Canadian citizenship.

The Citizenship Program continued administering various promotional activities such as Canada's Citizenship Award, Celebrate Citizenship Week, and Canada's citizenship and reaffirmation ceremonies in communities. In 2010, the Department held 1,723 citizenship ceremonies, of which 425 (25 percent) were enhanced ceremonies, which are often held off-site in the community with partner organizations.

In 2010, CIC processed 153,644 applications for citizenship, resulting in 143,329 individuals becoming Canadian citizens. Program funding for citizenship grants based on an assumption of 170,000 applications processed per year. However, application intake continues to exceed this number with an average annual intake of 228,000 between 2008 and 2010. In 2010, the Citizenship Program underwent several operational changes that increased the time needed to review grant applications or that increased the time needed for applicants to move forward in the application process. Because of these changes, the

<sup>33</sup> For more information, see [www.cic.gc.ca/english/resources/publications/settlement/plan-minorities.asp](http://www.cic.gc.ca/english/resources/publications/settlement/plan-minorities.asp).

<sup>34</sup> For more information, see [www.actionplan.gc.ca/eng/index.asp](http://www.actionplan.gc.ca/eng/index.asp).

2010 target for grants processing was not met. Key initiatives that had an impact on processing include the implementation of program integrity measures, as well as the introduction of a standardized language assessment tool (which required training all citizenship officers and judges). Processing was also affected by a temporary policy to allow applicants to rewrite the citizenship test if they failed on their first attempt. This temporary policy expired in February 2011.

In 2010, CIC issued 69,766 applications for citizenship certificates (proofs of citizenship) to existing citizens, exceeding its established target of 38,000. Furthermore, inventories were reduced from 43,362 applications in 2009 to 24,475 in 2010. CIC continues to explore measures to determine where modernization efforts should be focused in support of greater operational efficiency and effectiveness in the Citizenship Program.

CIC continued to implement its Citizenship Action Plan, which consists of a coordinated set of initiatives that aim to improve the integrity of the Citizenship Program and strengthen the value and meaning of Canadian citizenship by promoting increased civic knowledge, civic participation and sense of belonging to Canada. Specifically, CIC revised the citizenship test study guide *Discover Canada: The Rights and Responsibilities of Citizenship*, which was originally introduced in November 2009.<sup>35</sup> The updated version of *Discover Canada* further strengthens its content on common Canadian values such as freedom, democracy, human rights, the rule of law, and the equality of men and women, and was released in March 2011. In the first six months of its release, the publication received over 670,000 on-line views and over 89,000 downloads.

A new citizenship knowledge test that aligns with the study guide was introduced in 2010. The Department also amended its regulations pertaining to knowledge requirements in October 2010. In particular, the *Citizenship Regulations* were amended respecting citizenship knowledge requirements to provide greater flexibility in the ability to test applicants consistently on a range of knowledge of the characteristics of Canada, and of the responsibilities and privileges of

citizenship. The knowledge test continues to be the primary tool for assessing language proficiency for citizenship. However, applicants' interaction with CIC staff (and in cases where an interview with a citizenship judge is necessary) is also used to assess their ability to communicate in either English or French. To this end, language assessment tools for CIC officials and citizenship judges were revised and standardized in 2010 to ensure a consistent approach for determining language proficiency.

The Multiculturalism Program supports the government's effort to enhance the value of Canadian citizenship. Its objectives emphasize fostering intercultural understanding, citizenship, civic memory and pride, respect for core democratic values grounded in history, and equal opportunity for all Canadians. Inter-Action, the new multiculturalism grants and contributions program, was launched in June 2010. Inter-Action has two streams: projects and events. The projects stream focuses on long-term, multi-year projects that support integration while the events stream provides grants to small community-based events that promote intercultural understanding between various communities. Departmental progress on results achieved on multiculturalism will also be reported in the *Annual Report on the Operation of the Canadian Multiculturalism Act*.<sup>36</sup>

CIC made progress on the Citizenship Fraud Action Plan by reinforcing the roles and responsibilities of citizenship officers in maintaining program integrity and implementing mandatory system checks at strategic points in the citizenship grant application process to identify applicants who may not meet the residency obligation.

The National Citizenship Fraud Conference capped the year's activities, bringing together approximately 50 citizenship officials from across Canada, along with participants from the Canada Border Services Agency, the Royal Canadian Mounted Police and Passport Canada. A number of anti-fraud tools developed to assist citizenship officials in the detection of fraud and newly implemented procedures were presented and discussed.

<sup>35</sup> The print, on-line and audio versions of the guide are available at [www.cic.gc.ca/english/resources/publications/discover/index.asp](http://www.cic.gc.ca/english/resources/publications/discover/index.asp).

<sup>36</sup> For more information, see [www.cic.gc.ca/english/resources/publications/multi-report2010/index.asp](http://www.cic.gc.ca/english/resources/publications/multi-report2010/index.asp).

## SECTION 5

### Gender-based Analysis of the Impact of the *Immigration and Refugee Protection Act*

Gender-based analysis (GBA) is an evidence-based process to assess the impact of policies and programs, legislation and services on diverse groups of women, men, girls and boys. The *Immigration and Refugee Protection Act* stipulates that Citizenship and Immigration Canada (CIC) must report on the gender impacts of the Act. CIC's commitment to GBA goes beyond this legislative requirement to ensure that gender considerations are taken into account across the Department's mandate including citizenship and multiculturalism. This approach is in line with the government's strategy to implement GBA across all departments to achieve better results for all Canadians.

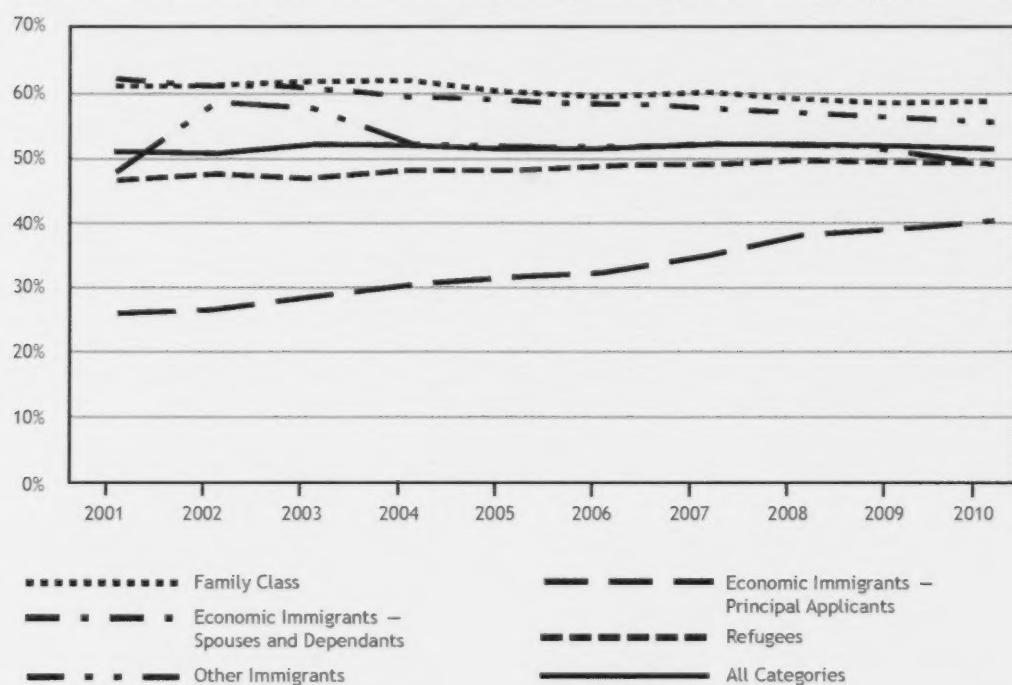
As part of CIC's ongoing commitment to advance gender equality, a new GBA policy was developed in 2010 and will be launched in 2011. The new policy will replace the 2005–2010 Strategic Framework for

Gender-based Analysis at CIC. While the previous framework set the groundwork for GBA at CIC, the new policy reflects government-wide approaches to GBA by integrating gender and diversity issues across the program and policy continuum, while also continuing to build capacity and provide targeted support.

#### Overview of Permanent Resident Arrivals

Over the last 10 years, Canada admitted an average of 246,800 new permanent residents annually. Immigration levels ranged from 221,300 in 2003 to 280,700 in 2010. During that period, women accounted for 50.7 percent (2001) to 52.0 percent (2008) of all admissions.<sup>37</sup>

**Chart 2: Proportion of Women Admitted by Immigration Category, 2001–2010**



Source: Citizenship and Immigration Canada, *Facts and Figures 2010*.

<sup>37</sup> The numbers appearing in this report for the period prior to 2010 may differ from those reported in earlier publications. These differences reflect adjustments to CIC's administrative data files that normally occur over time.

Women are overrepresented in the Family Class as well as among accompanying spouses and dependants of economic immigrants (Chart 2). Over the last 10 years, they accounted for an average of 60.2 percent of the Family Class (ranging from 58.6 percent to 61.9 percent annually during the 10-year period) and approximately the same proportion of all accompanying spouses and dependants of economic immigrants (ranging from 55.4 percent to 62.1 percent). Men outnumbered women among economic principal applicants and refugees—accounting for 67.0 percent and 51.8 percent respectively, over the 10-year period.

Although women accounted for a small share of economic principal applicants relative to men, their share has been growing steadily, rising from 26.1 percent in 2001 to 40.2 percent in 2010. There remains a growing proportion of economic immigrants who come as live-in-caregivers—a category that is predominantly women.

While men still represent the majority of principal applicants (67 percent) from 2001 to 2010 in the Economic Class, the gender balance changed by sub-category over the 10-year period (see Chart 4). Men's share of the two largest sub-categories, the Federal Skilled Worker Program and the Provincial/Territorial Nominee Program, has been declining. For federal skilled workers, the percentage of male principal applicants declined from 77 percent in 2001 to 64 percent in 2010, while women saw increases from 23 percent in 2001 to 36 percent in 2010. For the Provincial/Territorial Nominee Program, the percentage of male principal applicants declined from 77 percent in 2001 to 69 percent 2010, whereas women's share increased from 23 percent in 2001 to 31 percent in 2010. These changes could be a result of updates to selection criteria, changing pre-migration factors for women such as increasing educational attainment or shifting socio-economic conditions in source countries, among others. Further analysis on the impacts of these trends will continue over the next year.

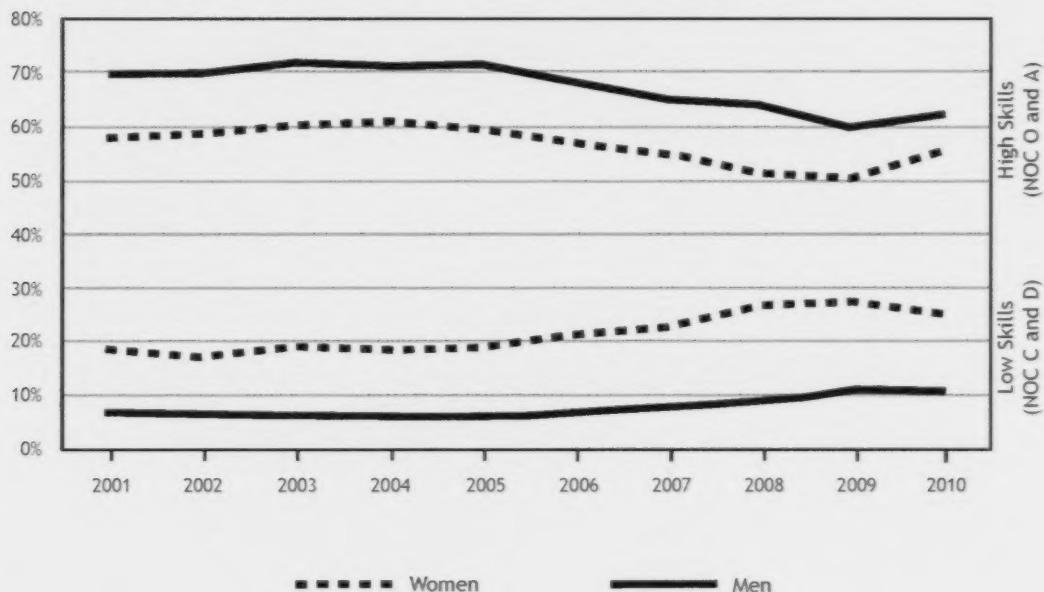
## Intention to Work

Over the last 10 years (2001–2010), 68.5 percent (roughly 1.3 million) of all new immigrants aged 15 to 64 indicated an intention to work upon arrival. This proportion ranged from a low of 66.4 percent in 2006 to a high of 70 percent in 2010. Furthermore, 38.8 percent of spouses and dependants of economic immigrants indicated an intention to work upon arrival, as did 99.8 percent of economic principal applicants. Across all categories, immigrant men (82.8 percent) are more likely than women (55.3 percent) to join the labour force upon arrival.

Between 2001 and 2010, more than half (52.7 percent) of the 1.3 million new labour market entrant immigrants aged 15 to 64 intended to work in a specific occupation—this group was predominantly skilled worker principal applicants (68.1 percent). The remaining new labour market entrant immigrants expressed only an intention to work upon arrival, without specifying an occupation. Males were more likely (59.2 percent) than females (43.7 percent) to have an intended occupation. As Chart 3 shows, males with an intended occupation were also more likely (67.4 percent) than females (56.4 percent) to seek jobs in management (National Occupational Classification, or NOC, skill level 0) or jobs that usually require a university education (NOC skill level A). Although the proportion of immigrants intending to work in high-skilled jobs (NOC skill levels 0 and A) was relatively stable from 2001 to 2003, between 2004 and 2009 it declined both for males and females. This steady downward trend ended in 2010 with 62.0 percent of males and 55.5 percent of females indicating their intention to work in high-skilled jobs.

Women are more likely than men to find themselves at the lower end of the occupational skill levels (NOC skill levels C and D). In 2010, 25.2 percent of females with an intended occupation were planning to join the labour force in a lower skilled occupation, compared with only 10.7 percent for males.

**Chart 3: Immigrants Aged 15–64 Intending to Work in Specific Occupations by Selected Occupational Skills and Gender, Canada 2001–2010**



Source: Citizenship and Immigration Canada, *Facts and Figures 2010*.

## Gender-based Analysis in Policy and Program Development

In 2010, CIC continued to apply GBA in its policy and program development, as well as in ongoing initiatives. What follows are some specific examples of this work.

CIC is proposing changes to the Federal Skilled Worker Program to help Canada select immigrants with the best chance of rapidly integrating and making a long-term contribution to the Canadian economy. Proposed changes to the points system for federal skilled workers could redirect points from the work experience factor to the language and age factors, as those factors are more predictive of economic integration and are relatively under-weighted in the current assessment. Several gender issues came to light in the analysis of proposed updates to the program. First, the current federal skilled worker eligibility requirement of one year of work experience within the last 10 years was designed to be inclusive for those with family caregiving responsibilities. This will not change under the proposed package of amendments. Second, since caregiving responsibilities can reduce the

potential for applicants to accumulate years of work experience, reducing the relative weight of work experience could benefit these applicants. Finally, commencing in 2010, CIC required applicants to demonstrate their official language proficiency by providing the result of a designated third-party language assessment. Previously, applicants had the option to provide other evidence in writing in lieu of taking an independent language test. Given the general gap in earnings between men and women, the cost of taking the mandatory test may disproportionately impact women. However, it is not expected to act as a barrier in most cases.

A preliminary comparative analysis was done on the first Ministerial Instructions (MI-1), introduced in 2008, to determine the influence of MI-1 on the gender balance in the Federal Skilled Worker Program. The analysis focused on the percentage of male and female principal applicants at the time of application and the percentage of these principal applicants who ultimately received a visa. Initial findings indicated a small but positive increase in both the percentage of applications submitted by female principal applicants and the number of visas eventually issued to women.

With respect to visas issued, women received 28.7 percent of all visas issued in the federal skilled worker category in 2007, prior to MI-1. Under MI-1 from 2008 to 2010, however, 35.6 percent of federal skilled worker category visas were issued to women. It appears that the composition of the eligible occupation list in MI-1 shaped the gender distribution of the population that is eligible to be processed as a federal skilled worker as well as the gender distribution of visas issued. These findings are considered preliminary as full data for the MI-1 will not be available until all applications submitted under them are processed to a final decision.

Gender considerations are reflected in CIC information products for newcomers. For example, the equality between men and women in Canada is emphasized in the Department's flagship publications and on the CIC website. In 2010, CIC completed work on the first version of the Settlement Information Renewal Exercise with the aim of substantially revising the settlement-related information provided to newcomers (in print, on-line and in person). This renewed information, which will inform updated settlement information products during 2011–2012, explains gender rights in Canada and addresses the topics of family violence, child abuse and neglect, marriage laws, sexual consent, and the age of majority, using language developed in consultation with Justice Canada.

Work is also continuing on the development of a child-minding policy to support parents interested in participating in CIC settlement services, many of whom are women. The idea for the child-minding support service came from parliamentary committee recommendations in the mid-1980s that called for improved access to language training for those who faced barriers accessing the program, such as women with caregiving responsibilities. As a result, the Department introduced child-minding and transportation supports on a pilot basis to address key barriers and enable increased program participation. The pilot was later regularized as a means of integrating adult newcomers who did not previously have access to language training. CIC's current policy work in this area includes the piloting and eventual adoption of a more flexible menu of child-minding options that will increase the reach of this support service into other CIC-funded settlement program streams, while continuing to strive for maximum

service efficiency and cost-effectiveness. GBA will continue to inform future developments in child-minding and other support services policies.

CIC continues to include GBA in the development of settlement programming for newcomers. For example, a GBA was conducted on the delivery of the Language Training Vouchers pilot project. The analysis compared the attitudes of female and male voucher and non-voucher clients in their access of Language Instruction for Newcomers to Canada services. The analysis examined the uptake rates of language training vouchers between women and men, the impact of the vouchers on uptake of training by other members of the recipient's household, and the gender differences between the uptake of Language Instruction for Newcomers to Canada training. The GBA of the pilot results found that the gender balance of clients accessing language training changed. Voucher clients who redeemed their voucher at a language assessment centre were 51 percent female and 49 percent male; while non-voucher clients (regular clients not participating in the pilot) reflected the typical 62 percent female, 38 percent male ratio generally found in CIC language training courses. These findings will inform future policy work on language training.

An evaluation of the Resettlement Assistance Program and the Government-assisted Refugee Program was completed in March 2011. The Resettlement Assistance Program provides direct financial support and funds the provision of immediate and essential services to refugees and persons in refugee-like situations. The evaluation, which included a GBA, assessed the relevance, design and impact of the two programs over the 2005–2009 period.

During the evaluation period, slightly over half of the government-assisted refugees, 52 percent, were males and 48 percent were females. The evaluation found that, generally, the incidence of employment earnings among government-assisted refugees tends to increase with time in Canada. While men had higher employment earnings, the biggest gaps between men and women occurred during the first year in Canada, decreasing thereafter. Overall, the evaluation results found that the Resettlement Assistance Program remains relevant and services provided to government-assisted refugees remain necessary. Information from the evaluation, including the GBA, will be used to

inform ongoing policy discussions and program initiatives designed to meet the needs of male and female government-assisted refugees. Key client-focused considerations, such as gender and diversity, will also be an integral part of the Resettlement Assistance Program and its performance measurement framework going forward.

## Gender-based Research

CIC continues to gather sex-disaggregated data in support of its policy and program development. The Department's key annual publication, *Facts and Figures: Immigration Overview—Permanent and Temporary Residents*,<sup>38</sup> is a primary source of immigration statistics for the government, its partners and the private sector.

The Metropolis Project engages in knowledge transfer of research that employs GBA of policy issues related to immigration and diversity from academic affiliates across Canada. In 2010–2011, the Metropolis Project continued to support gender-based research by academic affiliates out of the five Metropolis Centres of Excellence, by way of research reports, publications, public seminars and conference plenary and workshop sessions, for example:

- Employment Standards Violations and Live-in Caregivers' Characteristics in British Columbia;<sup>39</sup>
- Social Integration of Immigrants and their Children in Canada's Urban Neighbourhoods;<sup>40</sup>
- Assessment for Intimate Partner Violence in the Perinatal Period: When, Where, and What Next?;<sup>41</sup>
- Challenges and Opportunities for Educational Cultural Brokers in Facilitating the School Adaptation of Refugee Children;<sup>42</sup> and
- Pre- and Post-Adoption Support Services in Canada: Implications for Policy Makers.<sup>43</sup>

The 13<sup>th</sup> National Metropolis Conference in Vancouver in March 2011,<sup>44</sup> which focused on the role of immigration in connecting Canada with the rest of the world, included the following workshops with gender and diversity themes:

- Strengthening Supports for At-Risk and Gang-Involved Immigrant Youth;<sup>45</sup>
- All in the Family? Migration, Settlement and Integration;<sup>46</sup>
- Problematizing Marriages of Convenience and Immigration: Research and Practice Perspectives;<sup>47</sup>
- Stressors, Conflict and Violence in Immigrant Families: Sources and Solutions;<sup>48</sup> and
- Immigrant Women at Work: Career Experience of Immigrant and Newcomer Women.<sup>49</sup>

Metropolis also hosted a Priority Seminar on Family, Children and Youth: "Immigrant Families: From Negotiation to Integration." This policy research seminar explored key issues confronting immigrant families by way of high-profile panel discussions on family negotiations related to migration and integration, integration outcomes of immigrant youth, spousal sponsorship and migration challenges, conflict and violence in immigrant families, honour-based violence, immigrants as an aging population, and immigrant seniors' needs.<sup>50</sup>

The launch of the new GBA policy and accompanying tools in 2011 is expected to increase awareness, understanding and application of GBA, which will lead to better results for immigrant and visible minority women, men and their families.

<sup>38</sup> For more information, see [www.cic.gc.ca/english/resources/statistics/menu-fact.asp](http://www.cic.gc.ca/english/resources/statistics/menu-fact.asp).

<sup>39</sup> For more information, see <http://mbc.metropolis.net/assets/uploads/files/wp/2010/WP10-08.pdf>.

<sup>40</sup> For more information, see <http://mbc.metropolis.net/assets/uploads/files/wp/2010/WP10-10.pdf>.

<sup>41</sup> For more information, see <http://mbc.metropolis.net/assets/uploads/files/wp/2010/WP10-15.pdf>.

<sup>42</sup> For more information, see <http://pcerii.metropolis.net/WorkingPapers/Working%20papers%20from%20June,%202009/WP10-05.pdf>.

<sup>43</sup> For more information, see [http://atlantic.metropolis.net/WorkingPapers/Dwyer\\_Gidluck\\_WP31.pdf](http://atlantic.metropolis.net/WorkingPapers/Dwyer_Gidluck_WP31.pdf).

<sup>44</sup> For more information, see [www.metropolis2011.net](http://www.metropolis2011.net).

<sup>45</sup> For more information, see [http://canada.metropolis.net/events/13th\\_nat\\_vancouver11/workshop\\_pdfs/A03.pdf](http://canada.metropolis.net/events/13th_nat_vancouver11/workshop_pdfs/A03.pdf).

<sup>46</sup> For more information, see [http://canada.metropolis.net/events/13th\\_nat\\_vancouver11/workshop\\_pdfs/C06.pdf](http://canada.metropolis.net/events/13th_nat_vancouver11/workshop_pdfs/C06.pdf).

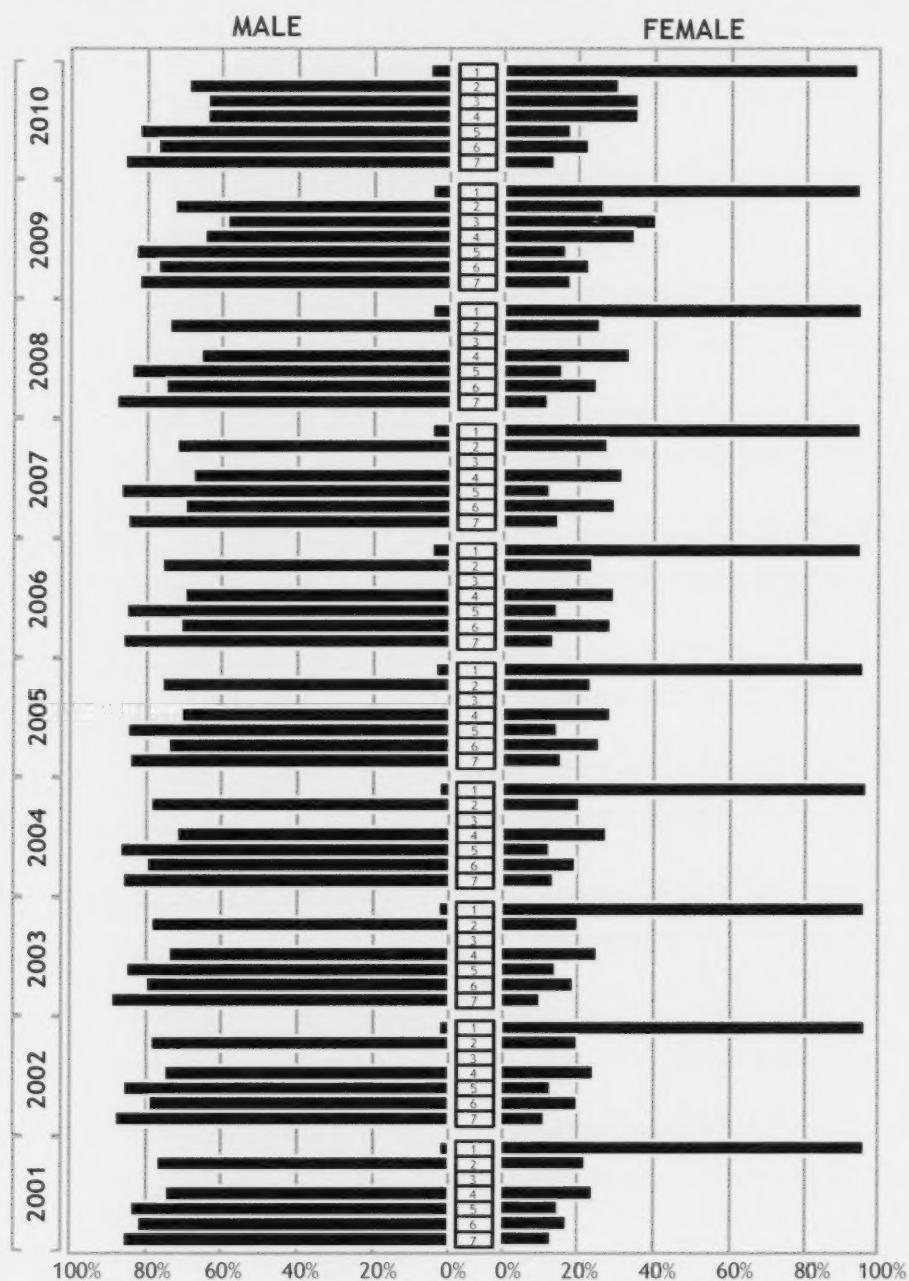
<sup>47</sup> For more information, see [http://canada.metropolis.net/events/13th\\_nat\\_vancouver11/workshop\\_pdfs/D12.pdf](http://canada.metropolis.net/events/13th_nat_vancouver11/workshop_pdfs/D12.pdf).

<sup>48</sup> For more information, see [http://canada.metropolis.net/events/13th\\_nat\\_vancouver11/workshop\\_pdfs/D14.pdf](http://canada.metropolis.net/events/13th_nat_vancouver11/workshop_pdfs/D14.pdf).

<sup>49</sup> For more information, see [http://canada.metropolis.net/events/13th\\_nat\\_vancouver11/workshop\\_pdfs/D15.pdf](http://canada.metropolis.net/events/13th_nat_vancouver11/workshop_pdfs/D15.pdf).

<sup>50</sup> For more information, see [http://canada.metropolis.net/events/metropolis\\_presents/priority\\_seminar/immigrant\\_families.html](http://canada.metropolis.net/events/metropolis_presents/priority_seminar/immigrant_families.html).

Chart 4: Economic Class Principal Applicants by Sub-Category and Sex, 2001–2010



Source: Citizenship and Immigration Canada, *Facts and Figures 2010*.

- 1 Live-in Caregivers
- 2 Provincial /Territorial Nominees
- 3 Canadian Experience Class
- 4 Skilled Workers

- 5 Investors - Principal Applicants
- 6 Self-employed
- 7 Entrepreneurs

## Conclusion

Immigration is critical to securing Canada's development and prosperity. In a constantly shifting global and domestic context, CIC has made significant strides to modernize Canada's immigration system, and keep it responsive to changing social, cultural and economic needs. In 2010, CIC continued to reduce the backlog of federal skilled worker applications, and welcomed the highest number of immigrants in more than 50 years. CIC also directed efforts to safeguarding the integrity of the immigration system by making regulatory changes that will strengthen the

Department's ability to refuse cases of suspected marriage fraud. In June 2010, the *Balanced Refugee Reform Act* was passed into law, ensuring protection to those who truly need it. Moreover, in June 2011, legislation to crack down on crooked immigration consultants came into force. All these achievements provide a solid foundation for CIC to continue modernizing the immigration system and demonstrating excellence in the level of service, to make immigration work for Canada.

## ANNEX A:

### Section 94 of the *Immigration and Refugee Protection Act*

The following extract from the *Immigration and Refugee Protection Act*, which came into force in 2002, outlines the requirements for CIC to prepare an annual report to Parliament on immigration.

#### Reports to Parliament

**94.** (1) The Minister must, on or before November 1 of each year or, if a House of Parliament is not then sitting, within the next 30 days on which that House is sitting after that date, table in each House of Parliament a report on the operation of this Act in the preceding calendar year.

(2) The report shall include a description of

(a) the instructions given under section 87.3 and other activities and initiatives taken concerning the selection of foreign nationals, including measures taken in cooperation with the provinces;

(b) in respect of Canada, the number of foreign nationals who became permanent residents, and the number projected to become permanent residents in the following year;

(b) in respect of Canada, the linguistic profile of foreign nationals who became permanent residents;

(c) in respect of each province that has entered into a federal–provincial agreement described in subsection 9(1), the number, for each class listed in the agreement, of persons that became permanent residents and that the province projects will become permanent residents there in the following year;

(d) the number of temporary resident permits issued under section 24, categorized according to grounds of inadmissibility, if any;

(e) the number of persons granted permanent resident status under each of subsections 25(1), 25.1(1) and 25.2(1); and

(f) a gender-based analysis of the impact of this Act.